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Conserving Human Resources in Wisconsin

BIENNIAL REPORT OF THE
STATE DEPARTMENT OF PUBLIC WELFARE
FOR THE PERIOD OF
JULY 1, 1952 TO JUNE 30, 1954

STATE CAPITOL
MADISON, WISCONSIN
DECEMBER 1954

STATE OF WISCONSIN

HONORABLE WALTER J. KOHLER, *Governor*

BOARD OF PUBLIC WELFARE

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HAROLD W. STORY, <i>Vice-Chairman</i>	- - - - -	Milwaukee
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JOHN W. TRAMBURG	- - - - -	Director
GEORGE M. KEITH	- - - - -	Deputy Director
FRANK P. FOSGATE	- - - - -	Chief Counsel
JOHN W. MANNERING	- - - - -	Chief Statistician

DIVISIONS

WILBUR J. SCHMIDT, <i>Director</i>	- - - - -	Business Management
P. FREDRICK DELLIQUADRI, <i>Director</i>	- - - - -	Children and Youth
RUSSELL G. OSWALD, <i>Director</i>	- - - - -	Corrections
LESLIE A. OSBORN, M.D., <i>Director</i>	- - - - -	Mental Hygiene
THOMAS J. LUCAS, Sr., <i>Director</i>	- - - - -	Public Assistance

CORRECTIONAL INSTITUTIONS

JOHN C. BURKE, <i>Warden</i>	- - - - -	Wisconsin State Prison
SANGER B. POWERS, <i>Supt.</i>	- - - - -	Wisconsin State Reformatory
MRS. MARCIA SIMPSON, <i>Supt.</i>	- - - - -	Wisconsin Home for Women
MARVIN R. McMAHON, <i>Supt.</i>	- - - - -	Wisconsin School for Boys
MARY C. BERAN, <i>Supt.</i>	- - - - -	Wisconsin School for Girls

MENTAL INSTITUTIONS

WALTER J. URBEN, M.D., <i>Supt.</i>	- - - - -	Mendota State Hospital
JOHN T. PETERSIK, M.D., <i>Supt.</i>	- - - - -	Winnebago State Hospital
VACANCY, <i>Supt.</i>	- - - - -	Central State Hospital
J. H. MURPHY, <i>Supt.</i>	- - - - -	Northern Colony and Training School
HARVEY A. STEVENS, <i>Supt.</i>	- - - - -	Southern Colony and Training School

CHILD WELFARE INSTITUTIONS

JOHN F. HOLMES, <i>Supt.</i>	- - - - -	Wisconsin Child Center
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The State of Wisconsin
STATE DEPARTMENT OF PUBLIC WELFARE

MADISON (2)

IN REPLY PLEASE REFER TO:

December 1, 1954

The Honorable Walter J. Kohler
Governor of Wisconsin
State Capitol
Madison, Wisconsin

Dear Governor Kohler:

Pursuant to statutory requirement, I am transmitting herewith a report of the activities of the State Department of Public Welfare for the biennium of July 1, 1952, to June 30, 1954.

We have entitled this report "Conserving Human Resources in Wisconsin", because we believe these few words, better than any others, sum up the philosophy and objectives of the Department in administering the welfare programs and public funds entrusted to it.

While it is true that much of the Department's efforts are directed to the care of individuals whose condition may never be improved, we believe that our greatest challenge lies in the direction of restoring the individual, whenever possible, to a useful and satisfying life. There are always human resources to conserve and activate whether it be an aged person without enough income to make ends meet or a child born out of wedlock, whether it be a severely disturbed mental patient or a juvenile delinquent, whether it be a mentally retarded boy or an offender in prison.

During the past biennium the State of Wisconsin has taken significant steps toward conserving human resources. Through increased appropriations which you and the Legislature, in behalf of the people of Wisconsin, have authorized, we have begun to staff our institutions and field services with trained and sorely needed additional personnel, both professional and non-professional. Modern institutional facilities were built and activated at Southern Colony and Training School and Central State Hospital, and the new Diagnostic Center completed. New vocational facilities became available at the Reformatory and construction of new treatment facilities was started at Mendota and Winnebago State Hospitals. Plans for other needed facilities were advanced.

Progress in other areas was also made. There are still important needs to be met. These are covered in the body of this report.

November 22, 1953, to August 1, 1954, the Director was granted a leave of absence to serve as Commissioner of Social Security in the Federal Department of Health, Education, and Welfare. During this period the office of Director was ably filled by Mr. George M. Keith, the Deputy Director.

Respectfully yours,

John W. Tramburg
John W. Tramburg, Director
STATE DEPARTMENT OF PUBLIC WELFARE

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INTRODUCTION

The purposes of this chapter (Public Welfare) are to conserve human resources in Wisconsin; to provide a just and humane program of services to dependent, neglected and illegitimate children; to prevent dependency, mental illness, delinquency, crime and other forms of social maladjustment by a continuous attack on causes; to provide effective aid and services to all persons in need thereof and to assist such persons to achieve or regain self-dependence at the earliest possible date; to provide a just, humane and efficient program for the rehabilitation of juvenile delinquents and other offenders; to avoid duplication and waste of effort and money on the part of public and private agencies; and to coordinate and integrate a social welfare program. —Section 46.001, Wisconsin Statutes, which establishes the State Department of Public Welfare.

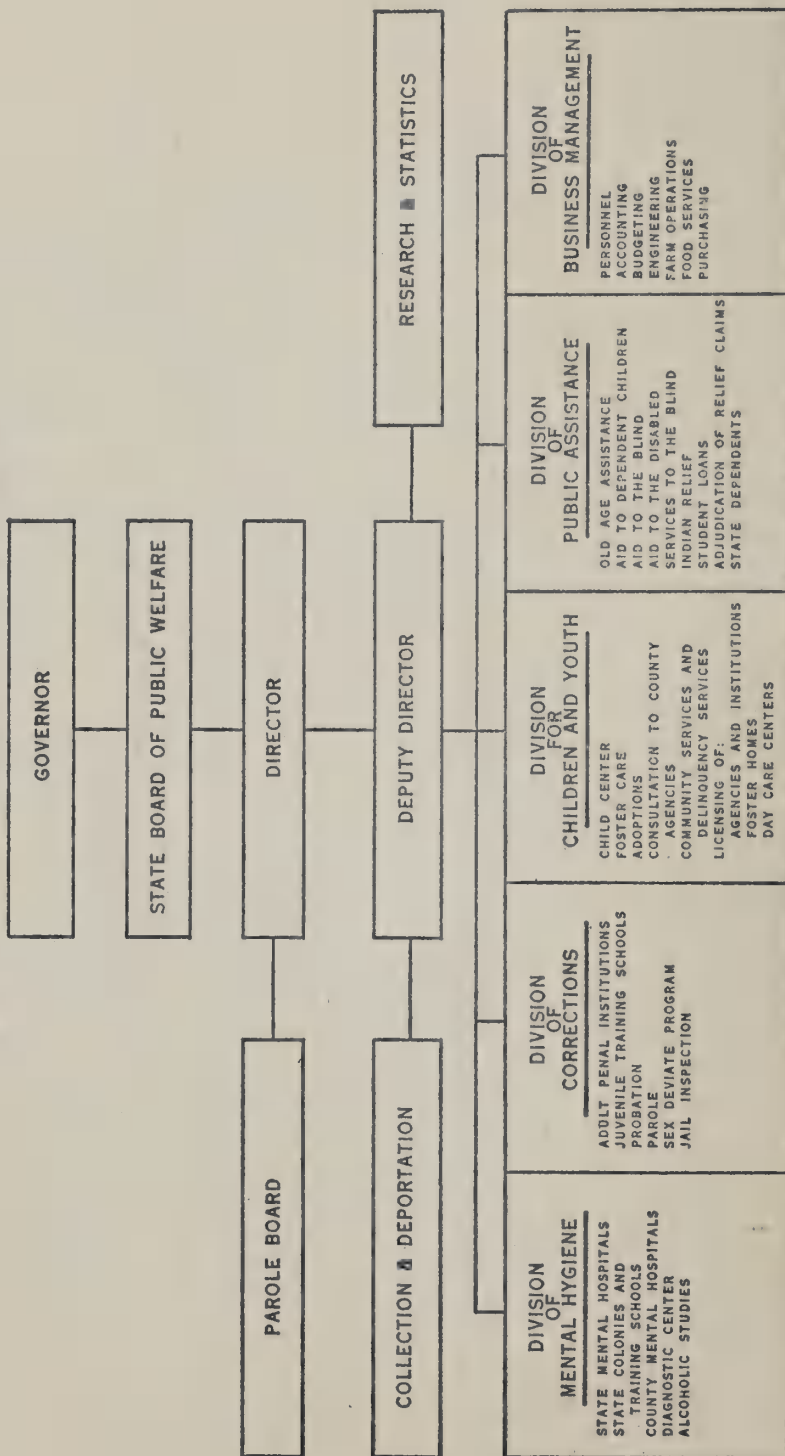
Public Welfare is a very broad concept. Generally, it refers to the concern of government with the well-being of all its citizens. Specifically, it consists of a variety of programs or services aimed at helping individuals or families meet problems which, in our complex civilization, they alone cannot meet.

Not all public welfare activities are the immediate concern of the State Department of Public Welfare. At the state government level, some activities related to welfare are carried on by agencies such as the Board of Health, Department of Public Instruction, Board of Vocational and Adult Education, Department of Veterans Affairs and the Industrial Commission, to mention some. The federal government engages in welfare activities, especially the Department of Health, Education and Welfare, and also agencies such as the Department of Labor and the Veterans Administration.

County and municipal governments, which are closest to the citizen himself, actually carry out many of the more important welfare functions. These include the granting of public assistance, operation of county mental hospitals and homes, and provision of various child welfare services including operation of child guidance (mental health) clinics and juvenile probation. County and juvenile judges play a very important role in welfare administration, particularly with respect to institutional commitments and juvenile matters.

The State Department of Public Welfare was set up in substantially its present form by the 1939 Legislature. Its principal responsibilities are in the public welfare areas of services to children and youth, corrections, mental hygiene, public assistance and services to the blind. Four operating divisions carry out responsibilities in these areas — the Division for Children and Youth, the Division of Corrections, the Division of Mental Hygiene and the Division of Public Assistance. Another, the Division of Business Management, provides facilitative services for the entire Department. Departmental organization of services is shown in Chart I.

CHART I
Organization of The State Department of Public Welfare



Cases and Costs

The average citizen's stake in the state's welfare programs is neither small nor remote. At any one time, well over 100,000 persons in Wisconsin receive specialized services or financial aid from the State Department of Public Welfare or from local agencies under its supervision. Many of these people are helped for only short periods of time before returning to independent living or a status where service is no longer needed. Others receive financial assistance or require institutional care for long periods of time. Over a period of years many more than 100,000 Wisconsin citizens are directly involved in welfare programs administered by the Department. Indirectly, if not directly, these welfare programs may affect most of the state's citizenry sometime during their life spans.

Table 1 shows the number of persons receiving services through welfare programs administered by the Department, on the last day of each of the past two biennial periods. The total number dropped from 114,000 to 110,000 because of a substantial decline in public assistance recipients. However, the number of persons requiring institutional care increased and these cases individually are more costly to maintain.

Table 1
Number of Persons Receiving Services from
The State Department of Public Welfare or from Local Agencies
Under Its Supervision

Division	June 30, 1952	June 30, 1954	Change
Total	114,327*	110,257*	—4070
In public institutions	21,755	22,858	+ 1103
Not in public institutions	92,572	87,399	—5173
Children and Youth	7,847	8,243	+ 396
Corrections	5,411	6,114	+ 703
Mental Hygiene	19,383	19,644	+ 261
Public Assistance	83,986	78,556	—5430

* Total is adjusted for approximately 2,300 children receiving both child welfare services and public assistance.

Table 2 shows expenditures of the State Department of Public Welfare for the last two bienniums by division or unit. More detailed financial data for the operating divisions are given in subsequent tables. During the 1952-54 biennium operating expenditures for all purposes amounted to \$124,700,000 or \$35.20 for each inhabitant of the state. In the previous biennium \$109,000,000 was spent or \$31.51 per inhabitant. The \$15,700,000 increase was needed primarily to finance higher assistance grants to needy individuals, particularly for medical care; to employ more trained personnel in the institutions in order to improve treatment programs and to care for increased numbers of patients and inmates; and to meet increased costs of operation resulting from the continuing rise in prices.

Federal funds, mostly for public assistance purposes, are received by the Department for distribution to local units of government administering programs under the Department's supervision. These funds totalled nearly \$49,000,000 during the 1952-54 biennium and constituted 39 per cent of Department expenditures.

Table 2
Expenditures of the State Department of Public Welfare
by Division or Unit and Source of Funds
Bienniums 1950-52 and 1952-54

Division or Unit	1950-52	1952-54	Change
Total	\$108,977,465	\$124,689,860	+ \$15,712,395
State funds	64,209,701	75,884,892	+ 11,675,191
Federal funds	44,767,764	48,804,968	+ 4,037,204
Executive	337,638	412,746	+ 75,108
Administration	117,653	154,721	+ 37,068
Collection and Deportation	219,985	258,025	+ 38,040
Business Management	614,106	775,668	+ 161,562
Children and Youth	3,602,432	4,021,815	+ 419,383
Corrections	8,568,078	10,093,245	+ 1,525,167
Mental Hygiene	18,970,189	24,369,092	+ 5,398,903
Public Assistance	76,885,022	85,017,294	+ 8,132,272

Building Program

This biennium saw the final completion of construction amounting to nearly four million dollars. This includes Kempster Hall, a 240 bed intensive treatment facility at Winnebago State Hospital. At the close of the biennium projects costing nearly twenty-three million dollars were under way. These include such major projects as a new intensive treatment building (Lorenz Hall), a new food service building, and a new heating plant at Mendota State Hospital; a new continuous treatment building (Hughes Hall) at Winnebago State Hospital; new patient buildings at Central State Hospital, which have been dedicated and occupied; a new heating plant and food service building at Northern Colony; new patient buildings and employes' housing at Southern Colony, which were occupied and in use before the end of the biennium, although some equipping was still to be accomplished; the Diagnostic Center; a power plant, a new industries building, and the new Flambeau Forestry Camp for the

Prison; the vocational school and auto body shop at the Reformatory; as well as numerous fire protection projects at all the institutions.

Nearly eleven million dollars in projects were in the planning stage including such important new facilities as Goodland Hall, a continuous treatment building at Mendota State Hospital; new food service and laundry buildings at Winnebago State Hospital; first part of the new Central Colony; a new education and training building at Southern Colony; and a new heating plant at the Reformatory.

As the biennium ended a future building program had been prepared for approval and submission by the State Board of Public Welfare to the State Building Commission. This program covers many important extensions in Wisconsin's institutions as well as replacement of old buildings and facilities. These include completion of Central Colony, new hospital buildings at Mendota and Winnebago State Hospitals, replacement of the School for Boys, additional space for inmates and employees at the Home for Women, and construction of medium security institutions to relieve overcrowding at the Prison. These projects involve an estimated expenditure of nearly forty million dollars.

Civil Defense

The Department Director was named by the State Director of Civil Defense to head up Emergency Welfare Services within the State Civil Defense organization. Specific assignments such as planning for mass care (feeding, housing and clothing civilians following enemy attack), temporary rehabilitation, registration and information, and field services have been made to senior staff members of the Department. Of necessity, fulfillment of these assignments has had to be accomplished primarily on a voluntary basis and along with the performance of regular duties, because the Department did not have any special staff to assign to this activity. At the end of the biennium a request for authorization to employ a coordinator and an assistant to devote full time to carrying on the Department's assignments in the field of civil defense was pending before the State Emergency Board.

Public Welfare on Television

The Department cooperated with the State Radio Council in presenting a series of experimental telecasts on Station WHA-TV. These were designed to inform the public about the Department's functions and services and appeared on "At Your Service," a Friday night program which features state government agencies. Another program, "Your Parole Board in Action," was given by the Division of Corrections staff on Station WBAY-TV at Green Bay.

The Department's experience thus far indicates that television is an effective medium for interpreting its functions and services to the public and that good programs can be produced at a nominal cost and within a reasonable expenditure of staff time.

STATE BOARD OF PUBLIC WELFARE

The State Board of Public Welfare consists of nine members appointed by the Governor for six year terms. Three appointments expire every two years. The Board's functions are regulatory, advisory and policy-forming and not administrative or executive.

Throughout the biennium the Board met regularly, holding 38 meetings in all. Meetings were usually held at Madison, although some were in Milwaukee, Green Bay, Eau Claire and La Crosse. Meetings also took place at the institutions in connection with official visits made by the Board as a body.

Much of the Board's time was devoted to careful study of proposed legislation that would affect the Department directly or the administration of programs with which it is concerned. Building projects, policy matters, official rules, the Department's budget and proposals for submission to the Legislature were presented to the Board for its consideration and approval.

Board actions are currently reported to the Governor each quarter by way of detailed listing in the quarterly reports.

ADVISORY COMMITTEES

The State Board of Public Welfare, with the approval of the Governor, may appoint citizens' committees to advise it on welfare programs and problems. These committees have been helpful to the Department in making needed administrative changes, recommending proposals for legislative action, coordinating public and private welfare agencies and promoting a better understanding between state and local governments. Committee members receive no compensation other than reimbursement for necessary travel expense.

Children and Youth

During the biennium this Committee, which was established in 1951, has continued to function effectively in interpreting needs and problems of children and youth, both to the Department and to the general public and voluntary agencies which the Committee represents. Special attention has been given to review of foster care and community service programs and to standards of day care centers for children. Pursuant to specific request made by the State Board of Public Welfare, the Committee also undertook a review of adoption practices and standards. More general attention was given to the revision of the Children's Code which has been under study by the Committee on Child Welfare of the Wisconsin Legislative Council.

A particularly significant accomplishment of this Committee was the drafting of a statement of general principles intended as a standard for public and voluntary agencies engaged in services to children.

Liaison between this Committee and the State Board of Public Welfare has been possible through the service of Mrs. H. L. Garner, a member of the Board. In addition, her appointment as a citizen member of the Committee of the Wisconsin Legislative Council for the review of laws relating to children and youth has afforded an effective vehicle for interchange of information and views.

Juvenile Court Judges

This Committee was given advisory status by the State Board of Public Welfare with approval of the Governor. Members were selected by the Board of Juvenile Judges and consist of Judges Grover M. Stapleton (Chairman), Charles B. Dillelt, George F. Frantz, Arthur M. Scheller and Robert G. Varnum.

The Committee has met quarterly with prepared agenda covering problems of mutual concern. Legislation enacted during 1953 affecting the juvenile courts and the Department was reviewed. The Committee studied recodification of statutes relating to child welfare. This was done in connection with the work of the Child Welfare Committee of the Wisconsin Legislative Council. Other matters discussed and supported were reception centers for children committed to the Department, state services for juvenile probation, an intermediate institution for juvenile offenders, group care programs for neglected children committed to the Department, and programs being planned for the Wisconsin Diagnostic Center and the projected Central Colony and Training School. Progress of the juvenile court statistical reporting program was also reviewed. A departmental staff member was assigned full time to work in a liaison capacity with the juvenile court judges.

The Blind

This Committee is provided for by law. During the biennium its three members were Mr. Bert Veldhuizen (Chairman), Mr. Maurice B. Hull and Mrs. Verner Thoresen. Working primarily with the staff of the Division of Public Assistance and its program for services to the blind, the Committee has been effective in interpreting to the Department the needs and viewpoints of people who are visually handicapped, and in interpreting to these people the work and problems of the Department and the programs especially operated for their benefit.

Specific matters considered have included:

- Improvement and extension of the vending stand program;
- Establishment of a sound program for the sale of products made by the blind, including outlets for such products;
- Review of activities and accomplishments of the vocational rehabilitation program;
- Standards of work and objectives in giving services to the blind in their own homes;
- Relationships between services to the blind and public assistance;
- Possibilities of increasing kinds of industrial activity in the Workshop for the Blind;
- Future plans and needs of the Workshop program;
- Relationship with the summer school program of the State School for the Blind;
- Relationship of provision of services to the blind, particularly pre-school children, to work of the Wisconsin Council for the Blind; and
- Development of additional services and facilities for the training and care of the blind generally.

Liaison between the Advisory Committee and the State Board of Public Welfare has been achieved through the continuing interest of a special committee of the Board consisting of Mr. Leo Jelinske and Mrs. C. R. Beck.

Joint Committee on Standards for County Institutions

This Committee of six members was established by an act of the 1951 Legislature to develop minimum uniform standards for the care, treatment, health, safety, welfare and comfort of patients in county institutions. Membership consisted of Senator Frank E. Panzer, representative of the county boards; Mr. William Rhyme, representative of county institution trustees; Miss Ellen Hemstreet, representative of county institution superintendents; and three members of the State Board of Public Welfare — Mr. Leo Jelinske (Chairman), Mrs. Karl Kleinpell, and Dr. William H. Studley.

The Committee continued the work started in the previous biennium. A public hearing was held in Madison on September 11, 1952 to permit public review and consideration of the proposed standards. After considering all suggestions received at the hearing and through other means, the Committee made its report. The standards submitted were approved by the State Board of Public Welfare and became effective on January 1, 1953.

The law requires that standards be reviewed once each year. Another public hearing was held on May 19, 1954 at which all interested persons were invited to appear and submit their recommendations. General satisfaction with the standards was evidenced and no substantial need for revision was indicated.

Standards as developed and promulgated through the State Board of Public Welfare have demonstrated special worth for use by county officials charged with planning improvement in established institutions or in planning for construction of new facilities. These standards apply specifically to county homes, county infirmaries and county general hospitals.

Wisconsin County Boards Association

This Committee was created February 13, 1952, by action of the State Board of Public Welfare and approval of the Governor, to be advisory to the State Board of Public Welfare in specific areas of organization, financing and staffing of county welfare departments. Members of the Committee were the nine members of the Executive Committee of the Wisconsin County Boards Association selected to represent the several districts of the state. This permitted effective presentation to the Department of the diverse views and needs of the entire state as reported by county board chairmen having intimate knowledge of the problems in their own communities.

Work of the Committee culminated in the bill, enacted into law by the 1953 Legislature, establishing a uniform pattern of administration for the social security aids. This law also makes optional to the county boards the inclusion in county welfare departments of certain other designated welfare functions.

Consideration was also given by the Committee to the operation of the merit system for staffing county welfare agencies and to the allocation of shares of costs of welfare programs between the county, state and federal governments.

Bureau of Alcohol Studies

The State Board of Public Welfare established this Committee on December 11, 1951 to be advisory to the Bureau of Alcohol Studies. It consists of nine members representing various groups interested in the problem of alcoholism. The Committee only met three times a year, but much of its work was carried on by subcommittees which met more frequently, particularly the one dealing with the relationship of the alcoholic to the law and the courts.

BUSINESS MANAGEMENT

The Division of Business Management serves as a general administrative division for the department as a whole. Its primary function is to coordinate the financial activities of the Department. To implement this responsibility, the Division provides facilitative and staff services in the fields of budgeting, accounting, engineering, food service, personnel management, purchasing, office management and general business enterprises.

The Division is organized into four sections — personnel, accounting, purchasing and institutional consulting services. The latter section includes consulting services in engineering, farming, dietetics and food service, and safety supervision. In addition, the staff includes an administrative analyst who performs administrative reviews of a department-wide nature, assists in the preparation and presentation of the Department's budget and supervises the management of the district offices. In practice, much of the detailed work involved in the functions of the Division is performed by personnel of other divisions in accordance with procedures formulated by the Division of Business Management.

Budgeting

During the biennium preparation of the 1955-57 budget requests was undertaken with consultations and issuance of written instructions to the operating units regarding the technical details of preparation. Operating budgets for 1952-54, based upon appropriations made available by the Legislature, were developed showing the Department's plan of operation for these fiscal years by activity, function and item. Also, cost estimates and priorities on individual building projects were developed as a basis for recommending a long-range building program to the State Building Commission.

Accounting

The central accounting office (1) establishes and controls accounting procedures for the institutions and divisions; (2) audits expenditures of state funds for conformity with statutory regulations and departmental policies; (3) maintains appropriation, allotment and expenditure controls and (4) records fiscal transactions for the institutions and divisions. Accounting for the social security aid programs is handled by the Division of Public Assistance.

The Department's IBM accounting system was developed during this biennium to the point where all institution and divisional financial data are being recorded by this method. A record is now available which gives a monthly and cumulative record of expenditures and receipts for institution and divisional activities. The development of this system provides a better control of expenditures and makes possible a detailed financial analysis of the various programs. IBM methods were utilized to provide information required for the establishment of the public employees' social security program. Since all payroll data is processed by IBM methods current social security and retirement reporting is being handled in the same manner.

Preparation of a procedures manual was begun during the biennium. It will be a compendium of the Department's fiscal policies and procedures which are now contained in statutes, administrative orders and circular letters. The development of such a manual will assist personnel of the institutions and divisions in conforming with Department financial policies as well as facilitate periodic reviews of institution and division fiscal operations. The manual also will provide a useful tool in the training of new employees.

The manual also contains a new definitive system of accounts which has been placed in use and is of assistance to institution and divisional personnel for auditing and training purposes. It is anticipated that it will result in uniformity in the classification of accounts which in turn will permit a more accurate financial appraisal of Department programs.

Personnel Management

The personnel unit is responsible for clearing transactions concerning the classification and compensation of Department employees with the State Bureau of Personnel. In addition, it provides assistance and counsel to employing officers of the Department in the recruitment, training, effective utilization and management of personnel. The work load of this unit increased as the number of employees of the Department rose from 3015 on June 30, 1952, to 3439 on June 30, 1954. Over the same period of time the number of vacant positions decreased from 347 to 258. Table 3 shows changes in staffing of the various operating units of the Department at the beginning and ending of the period.

During the first part of the biennium considerable difficulty was experienced in recruiting employees for some types of unskilled, non-professional positions as well as for professional workers. Salary increases made effective July 1, 1953, as well as the general loosening of the labor market later in the biennium, have resulted in the substantial reduction of vacant positions. Difficulty is still being experienced in the recruitment of registered nurses, psychiatrists, physicians, teachers and trained social workers.

To alleviate staff shortages in these positions, formal training programs were started to encourage new workers to accept employment in the Department. A psychiatric residency training program was established whereby medical students from the University of Wisconsin are paid a monthly stipend during their last two or three years of training in return for which they agree to accept employment for an equivalent period of time.

At Mendota State Hospital an affiliate graduate nurses training program was set up in addition to the one previously established at Winnebago State Hospital. While the Mendota program has not been in operation long enough to permit drawing conclusions as to its aid in recruitment, the program at Winnebago resulted in the filling of all nursing positions for the first time in recent years.

The Department also sponsored a program of graduate training for social workers. Financed by funds from the U.S. Children's Bureau, this program provided stipends for as high as thirty-five employees and students attending graduate schools of social work. In addition, the Department provided apprenticeship training for employees in building trade skills needed to maintain institution buildings.

As an aid toward more effective utilization of available man power, the Department continued to place emphasis on the maintenance of employe

Table 3

Number of Persons Employed by the State Department of Public Welfare
on June 30, 1952 and June 30, 1954
by Division or Unit

Division or Unit	June 30, 1952	June 30, 1954	Change
Total	3015	3439	+ 424
Executive	40	40	0
Staff	5	4	— 1
Parole Board	2	2	0
Collection and Deportation	28	28	0
Research and Statistics	5	6	+ 1
Business Management	108	120	+ 12
Staff	29	31	+ 2
Field Offices	58	63	+ 5
Other	21	26	+ 5
Children and Youth	255	213	— 42
Staff	130	128	— 2
Child Center	125	85	— 40
Corrections	873	962	+ 89
Staff	21	25	+ 4
Probation and Parole	103	122	+ 19
State Prison	300	342	+ 42
State Reformatory	146	175	+ 29
Home for Women	73	74	+ 1
School for Boys	143	138	— 5
School for Girls	87	86	— 1
Mental Hygiene	1623	1984	+ 361
Staff	9	8	— 1
Alcohol Studies	2	3	+ 1
Diagnostic Center	1	9	+ 8
Mendota State Hospital	360	404	+ 44
Winnebago State Hospital	416	471	+ 55
Central State Hospital	112	148	+ 36
Northern Colony	416	532	+ 116
Southern Colony	307	409	+ 102
Public Assistance	116	120	+ 4
Staff	82	84	+ 2
Services to the Blind	34	36	+ 2

performance standards. Under this program the duties of every position in the Department are spelled out in detail and specific standards established for every duty. Once each year every employee's performance is measured against these standards and ways and means of improving performance are discussed with the employee by his supervisor.

A handbook entitled "Career Service in Public Welfare" was published for employes by the Department. The handbook contains information employes need to know about their jobs and working conditions.

Farm Operations

The Department operates thirteen farms in connection with several of the institutions. Financially these farms are administered as a single unit out of one revolving fund. They are operated by the institution where they are located. Technical direction is provided by the Department's Farm Supervisor. The function of the farm supervisor is to coordinate all farm activities, develop records of all phases of farm production, advise in the selection of farm personnel, continually review all farm programs and make periodic reports on farm operations.

During the biennium certain changes were made which resulted in more efficient utilization of farm resources. With the decline in available patient labor, the Mendota State Farm was discontinued and sold. The farm activities were transferred to Oregon State Farm where prison inmate labor is available. The farming operations at Winnebago State Hospital and Southern Colony were discontinued as a patient activity and converted to prison camp operations. The Uwiscol Colony Farm, which has been operated on a lease by Northern Colony, was purchased from the University of Wisconsin. Poultry facilities and flocks were enlarged at the Oregon State Farm and State Prison Farm in order to supply the Prison, Mendota State Hospital and the School for Girls. A modern poultry house was constructed at the School for Boys after the original house was destroyed by fire.

The conversion of farms at Southern Colony and Winnebago State Hospital to prison camp operations and the transfer of activities from Mendota State Hospital to Oregon State Farm resulted in reduction in the cost of personnel services. It is expected that these decreases will, some time in the future when working capital is at a proper level, be reflected in lower selling prices for farm commodities sold to institutions.

During the fiscal year 1953-54 the farms showed a net operating gain of \$102,275 and, after needed capital outlays, a net cash gain of \$23,105. The previous year's balance amounted to \$40,610, which leaves the farm fund with a cash balance of \$63,715 on June 30, 1954.

Food Services

The food management problems of the Department are large in scope. During the biennium a total of 18,440,000 meals were served at eleven institutions.

Assistance in food management problems is available to the institutions through the nutritionist on the staff of the Division of Business Management. Specifically this service helps institutions (1) to plan and prepare nutritious and appetizing meals suitable to the individuals served, within the limits of the budget; (2) to serve the meals by methods suitable to the individuals under care, taking into consideration possibilities of self-help and training; (3) to maintain

principles of sanitation in the storage, preparation and handling of food and in the care of food service facilities; (4) to conduct training programs for food service personnel; and (5) to plan food service facilities and select equipment suitable for future use.

The activities of the nutritionist were largely concerned with assisting in the planning and equipping of new food service facilities at Southern Colony, Central State Hospital, Wisconsin Diagnostic Center, Camp Gordon, Northern Colony, Mendota State Hospital and Winnebago State Hospital. The activities also included periodic visits to the institutions, holding two group meetings for food service personnel and correlating the school lunch program between the State Department of Public Instruction and institutions eligible to receive surplus commodities.

Needs in the food service area include: (1) development of a teaching program in food management; (2) employment of a trained person to work with the processing and storage of foods; and (3) development of a system of food rations to correlate the nutritional value of meals served with group requirements and budget allocations. The Division of Business Management has been authorized an additional nutritionist who will be employed as soon as recruitment is possible.

Fire and Safety Program

The Department carries on a fire and safety consulting service for state and county institutions. The primary functions of the Safety Supervisor are to make surveys of fire and safety conditions at state and county institutions and recommend ways of improving these conditions. He also conducts training programs for institution personnel. During the biennium the Supervisor made periodic inspections of thirteen state and thirty-six county institutions as well as prison farms and camps. These visits involved an inspection of fire fighting equipment, housekeeping methods and building details which might constitute a safety hazard. As a result of the recommendations of the Supervisor, the Department has undertaken several hundred projects in state institutions designed to lessen fire hazards and provide proper facilities for the removal of patients and inmates from buildings in case of fire.

In the training phase of the program over 2,000 employees were taught how to operate fire extinguishers and power equipment and how to evacuate patients from a building safely and rapidly. The services of local fire departments near the institutions have been solicited and local firemen have been encouraged to visit institutions to familiarize themselves with conditions.

Engineering Services

The Division of Business Management employs two engineers and has a staff of 22 craftsmen who operate as a maintenance crew for the state institutions. The engineers perform a variety of services including supervision of craftsmen and inmate labor crews on new construction projects, consulting with institutions on technical construction and recruitment problems, making surveys of land, rentals and housing, coordinating engineering activities involving other state departments, interpreting plans and specifications for new buildings and equipment, developing plans for improvement of buildings and mechanical equipment and providing technical assistance in the operation of power plants. The engineers also direct the operation of the Central Warehouse at Waupun

which is engaged in salvage, repair and warehousing activities for state institutions. During the biennium a central repair crew was developed as a function of the Central Warehouse. Whenever an institution is faced with a project of a nature and size that cannot be handled by the institution repair crew and it is not practical to contract, craftsmen of the central repair crew are assigned to the project. This method has proven to be an efficient and economical way of meeting many institutional repair and maintenance problems.

During the biennium Camp Gordon, a prison camp, was constructed entirely with departmental engineering services and prison labor. The building is a light weight concrete block and frame structure, about 15,000 square feet in area and designed to house about seventy-five men. The building was constructed for a total cost of about \$150,000.

Other construction projects undertaken during the biennium by the Department's engineering services include two bathhouses at the Wisconsin State Prison, a laundry addition at Southern Colony, a new industries building at the Wisconsin State Prison, and fire protection programs at all institutions consisting of several hundred projects.

District Office Management

To carry out its field service and supervisory responsibilities, the Department maintains nine district offices. These are located at Ashland, Eau Claire, Fond du Lac, Green Bay, La Crosse, Madison, Milwaukee, Rhinelander and Stevens Point. The district offices provide facilities for Department field staff. The Division of Business Management furnishes clerical personnel, office space, office equipment and housekeeping services for these offices. During the biennium new quarters were occupied in Madison and Eau Claire as well as in Green Bay, where the old office was destroyed by fire.

Purchasing

The Division of Business Management is responsible for supervising and directing the purchasing activities of the Department. Requests from the operating units to purchase materials, services or equipment are reviewed for compliance with policy and availability of funds. Action is expedited by the purchasing agent. Under Wisconsin administrative procedure purchases must be cleared with the State Bureau of Purchases which either makes the purchase or delegates the authority to the Department.

Institutional requirements for large quantities of items such as food, clothing and household goods make up a large part of the Department's purchasing activity. These requirements are consolidated for all institutions and contracted for on a monthly, semi-annual or yearly basis through competitive bidding. Some unusual purchases were made during the biennium including the equipping of new buildings at Southern Colony, Central State Hospital, Diagnostic Center and Northern Colony.

Another important purchasing function is to establish and maintain sources of supply to meet institutional needs. The purchasing agent makes every effort to encourage new and existing sources of supply to bid on requirements.

During the biennium the Division, through its purchasing agent, executed enabling legislation which authorized the sale of certain lands including farm land at the Home for Women, the dairy farm at Mendota State Hospital, four houses in Madison which were located on land acquired for the Diagnostic Center and farm land at Central State Hospital.

BUREAU OF COLLECTION AND DEPORTATION

Care of patients in Wisconsin's state and county mental institutions is available to all without prior means tests. However, patients, their spouses and parents of minor children are liable for the per capita cost of care, with some exceptions, on the basis of ability to pay. This also applies to public patients at Wisconsin General Hospital.

The Bureau has the responsibility of collecting the cost of care of these patients. During the 1952-54 biennium, collections amounted to \$3,684,719 compared with \$2,815,644 in 1950-52. The number of transactions totalled 56,575 in 1952-54 compared with 47,611 in 1950-52. Total operating costs of the Bureau including non-collection functions were only seven per cent of collections, an exceptionally low collection rate.

Connected with the collection function is the annual settlement of accounts between the state and the counties for their respective shares of the cost of institutional care. Involved in this accounting is the proration of the state and county shares of collections from individuals for care, the adjustment of commitment costs, and the correction of erroneous charges.

Deportation and importation functions are based on interstate reciprocal agreements whereby mental patients are returned to their states of residence. There are about 100 cases annually, each requiring the specialized efforts of the Bureau's Chief Counsel.

A regular function of the Bureau is the transfer of patients between state and county mental hospitals, which runs about 1,000 annually. Another function is the legal processing of sterilizations of mental defectives, which amount to about 20 per year. In still another capacity, the Chief Counsel renders legal service to the Department in the form of research, advice and drafting of proposed legislation.

The Bureau is limited by consideration of space and number of employees, and has probably reached its maximum of possible performance under present arrangements. Collections are related to economic conditions, but the increased incidence of health insurance, social security benefits, guardianships and estates are stabilizing influences.

BUREAU OF RESEARCH AND STATISTICS

The Bureau functions as a staff service within the executive branch of the Department. It was established by administrative order of the Department Director on March 10, 1952.

The Bureau has immediate responsibility for the statistical functions of the Divisions of Corrections and Mental Hygiene and coordinating responsibility for research and statistics with respect to all divisions. The Bureau has installed an IBM system for collection of data about movement and characteristics of all persons under supervision of the Divisions of Corrections and Mental Hygiene, including those in county mental hospitals. During the biennium, IBM cards were compiled on over 16,000 persons coming under correctional supervision and on nearly 33,000 patients in state and county mental institutions.

The Bureau uses these data and also performs legislative, administrative and other research as a means of evaluating existing programs and increasing their effectiveness. Assistance is given to Departmental personnel and others by furnishing needed information and advising on research techniques.

The Bureau prepares the Department's quarterly and biennial reports to the Governor and other reports on a routine and special basis as required by the Department. During the biennium a special report, "Institutional Care of Psychiatric Patients in Wisconsin," was issued that provides considerable information about Wisconsin's mental institutions over the ten-year period 1941 to 1951. An illustrated booklet entitled "Johnny Goes to a Colony" was published for the orientation of parents of mentally retarded children committed to Northern and Southern Colonies. Other special statistical reports dealing with sexual deviates, admissions to adult and juvenile institutions and patients at county mental hospitals were also prepared.

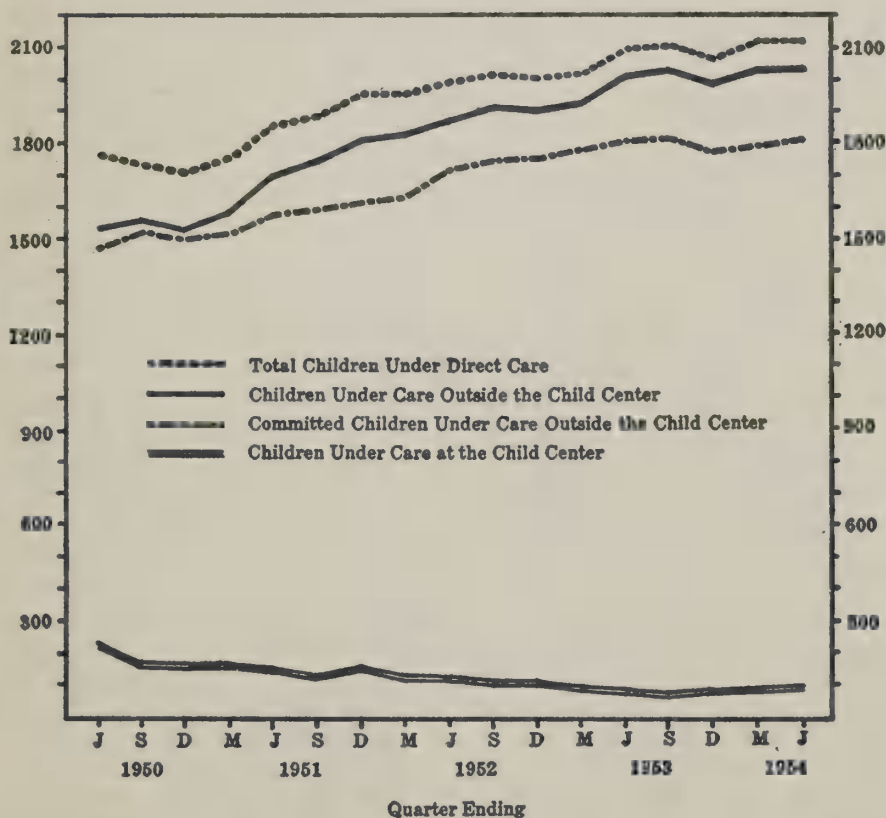
CHILDREN AND YOUTH

TRENDS

Direct Services to Children

The Division for Children and Youth has responsibility for direct case-work service to all dependent and neglected children committed to the State Department of Public Welfare either for guardianship when parental rights have been terminated or for custody when the court has made a temporary commitment. In addition, direct services are given on a selective basis to children in counties which do not have a county child welfare program or when the best plan for the child cannot be executed through the county program. Probation service is given to some counties which have been certified. (See page 29.) The trend of the number of children receiving direct services is shown in Chart II.

Chart II
Children Under Direct Care of the
Division for Children and Youth
July 1, 1950 through June 30, 1954



During the biennium 1950-52 a total of 2,924 children received direct service through the district offices of the Division for Children and Youth. This number increased to 3,291 during the 1952-54 biennium. On June 30,

1950, 1,536 children were under care and during the 1950-52 biennium 1,388 children were added. In comparison, 1,871 children were under care on June 30, 1952 and 1,420 children were added during the biennium with 2,027 active on June 30, 1954. The number of children discharged from care was 1,053 for the 1950-52 biennium and 1,264 during the 1952-54 biennium.

The above figures include services given to non-committed children but the largest proportion of children under care are dependent and neglected under commitment to the Department. On June 30, 1950, 1,469 were children under commitment, on June 30, 1952 this had increased to 1,721, and on June 30, 1954 it was 1,807. The Wisconsin Child Center population also consists of children under commitment. Some of the increase in the number of children under care of the district offices is due to placement of children from the Wisconsin Child Center.

Permanent planning activities for children under commitment have increased since integration of the Wisconsin Child Center with the Division for Children and Youth. Addition of casework staff since that time as well as co-operative planning with the juvenile judges has resulted in the Department being given guardianship for more children. This occurs only in situations where the Court determines that return of the child to his own home is not feasible. During the 1950-52 biennium 771 children were committed including 371 for guardianship. In the 1952-54 biennium 853 children were committed including 485 for guardianship. Permanent planning has made it possible to discharge more of these children from care because a larger number of adoptions were completed. In the 1950-52 biennium 625 children under commitment were discharged from care including 337 adoptions completed. The 1952-54 biennium showed an increase to 797 children discharged from care including 458 adoptions completed.

The opening of the Wisconsin Diagnostic Center will affect the direct service program during the 1954-56 biennium but it is difficult to estimate the extent. Also, the development of county services will have some effect on the number of children under direct care of the Division for Children and Youth.

Since 76 percent of the children receiving direct service are in foster homes, the Division for Children and Youth has responsibility for recruiting, studying and licensing these homes: There is also counseling with the foster parents after the child is placed. On June 30, 1950 there were 868 homes and this increased to 1,097 on June 30, 1952 and to 1,101 on June 30, 1954.

Wisconsin Child Center

On June 30, 1952, a total of 123 children were at the Center and 80 children were admitted during the 1952-54 biennium for a total of 203 children. This was a decline of 170 children from the previous biennium when 229 were in the Center on June 30, 1950 and 144 were admitted during the biennium. The reduction in admissions has resulted from employment of additional field staff and establishment of receiving homes for the study of newly committed children in the districts. A concerted effort has been made to remove children from the institution when group care was found no longer to be the best plan and when a foster home could be located to meet the needs of the child. During the 1950-52 biennium 250 children were discharged from the Center and during 1952-54, 110 were discharged. This decrease in placements has occurred because the

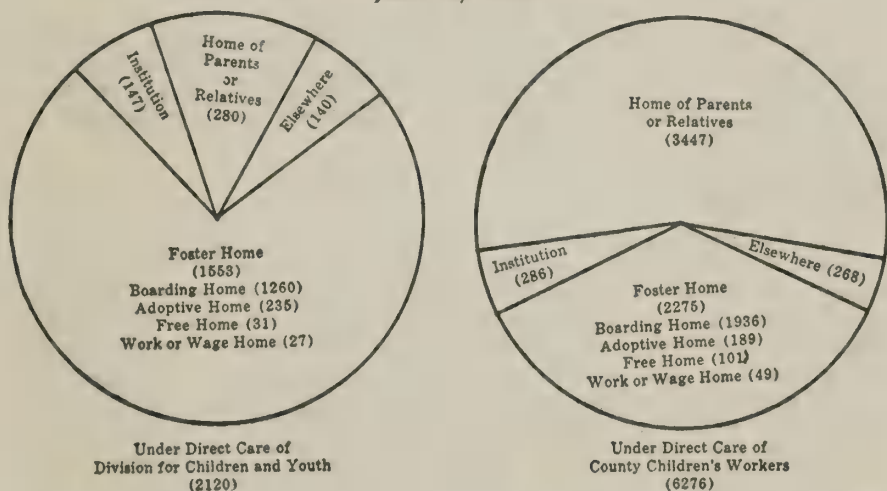
children remaining at the institution have needs which cannot be readily met in foster homes. The lowest population in the history of the Center was 73 in September 1953. On June 30, 1954 the population was 93.

It is anticipated that there will be an increase in the number of children at the Wisconsin Child Center in the 1954-56 biennium because this institution will be a direct placement resource for the Wisconsin Diagnostic Center.

Consultation to County Children's Workers

Consultation service to county-administered child welfare programs is provided through the personnel of the 10 district offices of the Division for Children and Youth. Fifty-three of the 71 counties have public child welfare services administered by an integrated public welfare department. In addition ten counties have public child welfare services provided by a children's board or the juvenile court.

Chart III
Living Arrangements of Children
Under Care of Public Child Welfare Agencies
June 30, 1954



The county services to children include work with the parents and children when a child is in his own home or a relative's home, when he is in a foster home and sometimes when he is in an institution or some other living arrangement. This includes planning for dependent, neglected, delinquent and mentally retarded children, or children born out-of-wedlock, as well as making adoption studies of children not placed by the Division for Children and Youth or a licensed voluntary agency. On June 30, 1950, a total of 6,252 children were receiving services in 53 counties reporting to the Division for Children and Youth. On June 30, 1952, 56 counties reported a total of 5,919 children and on June 30, 1954, 55 counties reported 6,276 children under care. The factor having the principal effect on this program is the extent to which local child welfare services become available. The amount of county, state, and federal funds available for the child welfare services will also have considerable effect on this program, making prediction difficult.

Thirty-seven percent of the children under care of county agencies are in foster homes. These agencies have the responsibility for recruiting and studying the foster homes, as well as counseling with foster parents after children are placed. There were 1,719 homes on June 30, 1950. These increased to 1,742 on June 30, 1952 and to 1,767 on June 30, 1954.

The proportion of children under care in the various living arrangements varies only slightly from year to year. Chart III shows the living arrangements on June 30, 1954.

Licensed Child Welfare Agencies

The Division for Children and Youth has responsibility for licensing all voluntary child welfare agencies and day care centers. Within the past biennium the number of child welfare agencies licensed by the Department has dropped from 40 to 38. Two small children's homes closed voluntarily and the 1953 legislative changes obviated the necessity of relicensing one county department of public welfare. One institution was relicensed after it was reorganized.

The total number of children served by the licensed child placing and child caring agencies during this period remained about the same. On June 30, 3,786. On June 30, 1952, 1,286 children were under care in voluntary licensed institutions; on June 30, 1954, 1,197 children.

The number of licensed day care centers increased from 32 on June 30, 1952 with a total capacity of 961 children to 38 on June 30, 1954 with a total capacity of 1,055 children. Nine centers with a total capacity of 135 children were under study on June 30, 1952 and this had decreased to 8 centers with a capacity of 152 children on June 30, 1954.

Children Born Out-of-Wedlock

The Division for Children and Youth has responsibility for assuring that the interests of all children born out-of-wedlock are safeguarded. Reports concerning 3,458 unmarried mothers were received during the biennium. Through cooperative arrangements services including counseling, assistance in securing medical care, legal advice, financial aid, housing, foster home or adoptive placement are given by county public agencies, voluntary agencies or the Division.

The number of children born out-of-wedlock increased from 3,072 in the calendar years 1950-51 to 3,158 in the calendar years 1952-53. However, it remains 1.8 percent of the total live births in Wisconsin. For the United States the children born out-of-wedlock are 3.5 to 4.0 percent of all live births.

Finances

During the 1950-52 biennium \$3,602,432 were spent by the Division for Children and Youth. This increased to \$4,021,815 for the 1952-54 biennium. The increase as shown in Table 4 was largest in state funds for the payment of foster care for children and was a result of having more children under care and making higher board payments because of changes in living costs. There was also an increase in state funds for salaries and other expenditures because of additional personnel employed and living cost adjustments. The Wisconsin Child Center decreased its expenditures through the use of economy measures in administration as well as a decrease in population.

Indian boarding funds will be reduced during the 1954-56 biennium in accordance with the plans of the Federal Indian Bureau and the Department to terminate gradually the federal welfare services to Indian children in Wisconsin.

In addition to the state and federal funds, county funds are used for the payment of foster care either directly or through the Aid to Dependent Children Program in Foster Homes and for the payment of salaries for approximately 75 full-time and 31 part-time county children's workers.

PROGRESS REPORT

Community Services for Prevention

Wisconsin's unique program for aiding local communities to strengthen their preventive services has begun to show some measurable results during this past biennium. Assistance to local citizens and officials in making comprehensive surveys of the health, recreation, welfare and education needs of their children and youth and resources for meeting these needs has continued to be a primary focus of the state program. Ten such county and city surveys had been completed prior to July 1, 1952 and four additional comprehensive surveys plus five community recreation surveys have been completed in the past bien-

Table 4

Expenditures of the Division for Children and Youth From State and Federal Funds Bienniums 1950-52 and 1952-54

Source and Use of Funds	1950-52	1952-54	Change
TOTAL	\$3,602,432	\$4,021,815	+ \$419,383
State Funds	3,209,755	3,640,594	+ 430,839
Division for Children and Youth	2,040,197	2,774,990	+ 734,793
Salaries	668,611	930,483	+ 261,872
Travel, Material and Expenditures	167,301	207,559	+ 40,258
Foster Care Payments	1,204,285	1,636,948	+ 432,663
Wisconsin Child Center	1,169,558	865,604	— 303,954
Salaries	808,759	644,415	— 164,344
Material and Expenditures	360,799	221,189	— 139,610
Federal Child Welfare Funds	354,017	352,581	— 1,436
Federal Indian Boarding Funds	38,660	28,640	— 10,020

nium, all by official request of county boards or city councils. A second annual survey progress report compiled in December 1953 lists 99 specific items of accomplishment related to survey recommendations prior to December 1952 in ten counties and cities in which surveys had been undertaken. For the year 1953, an additional 126 items of accomplishment in 13 counties and cities had added to this record. Recognizing that these figures do not begin to tell the whole story and that the number and importance of accomplishments vary from county to county, this record, nevertheless, speaks well for what local citizens and officials can do when they take a serious look at their own community and join forces to improve services.

This past biennium has also seen progress of considerable significance in the field of juvenile law enforcement through consultant services made available to state associations of sheriffs and police. The first training institute on juvenile law enforcement was held at the University of Wisconsin in October

1953. As a result ■ Juvenile Law Enforcement Officer's Association was organized which is expected to play a leading role in developing even greater training opportunities and in setting standards for police services to juveniles.

The youth participation movement has grown considerably through impetus from the Wisconsin Youth Committee, made up exclusively of teen-age youth who are seeking to demonstrate that they have a constructive contribution to make to community planning and civic affairs. At the Third Governor's Conference on Children and Youth, April 1953, 750 youth were registered. This conference featured a new dramatic technique in the presentation of "A Ticket to Maturity," an interpretation of family and community influences upon the growth of a healthy personality. At the State Youth Conference in Oshkosh in April 1954 more than 900 youth from all parts of the state were present. This State Youth Conference was concerned with the "what" and the "how" of youth participation in community planning and civic affairs through student councils and youth centers. Many new local youth councils have been organized all over the state, where they are joining with adults in making their own communities better places for themselves and others.

During this biennium, the Division has also moved forward in its program of cooperation with the schools in developing methods for early identification of children who show incipient problems of adjustment, so that help may be given before serious difficulties develop.

Recodification

The 1953 Legislature provided for an interim legislative committee to conduct a 2-year study of all laws and programs affecting children, and to make recommendations for amendments and recodification of such laws, when necessary. This study committee, under the Legislative Council, has met frequently and has considered changes in practice and program affecting juvenile courts, probation, detention, foster and adoptive placement, group care, preventive services, community services and financing. There has been assistance in research and information from the staff of the Division for Children and Youth as well as other Divisions of the Department, other appropriate state agencies, voluntary and lay groups. The opportunity to examine and discuss these programs with a legislative committee as well as with the public has already been productive. It is expected that services to children will be improved as a result of this clarification and modernization of the statutes.

Local Public Services

The 1953 Legislature considered a bill which would make mandatory the organization of an integrated public welfare agency in all counties. The functions of child welfare were to be included. Since this provision was not included in the bill which was passed, the counties still have the option of setting up a local child welfare program in the county welfare departments. Six counties still administer child welfare services under county children's boards, separate from the county welfare board. Four counties administer child welfare services through probation departments and eight counties have no local public child welfare services.

Juvenile Probation

The 1953 Legislature gave approval for the counties to request juvenile probation services from the State Department of Public Welfare. Services are to be provided following certification of such county by the Department. It may be given by personnel of the Division for Children and Youth or the Division of Corrections. Initial exploration of the need of the county has, by administrative order, been assigned to the Division for Children and Youth. On June 30, 1954, 10 counties have requested and have been certified to receive such service and 10 requests were under study for certification.

Federal - State - Local Relationships

One of the purposes of federal funds that come to the Department of Public Welfare from the U.S. Children's Bureau is to provide salaries for child welfare workers. These funds are allocated and administered by the Division for Children and Youth. As federal funds have decreased, the number of counties receiving some federal funds has remained constant. During the biennium six counties began contributing towards the salaries of child welfare workers. At the end of the biennium 18 counties employed a total of 22 workers, using federal funds. Entire salaries were paid from federal funds in only five of these counties. Federal funds were also used during the biennium to provide foster care for Indian children. The number of children for whom such care is provided has decreased from 44 at the beginning of the biennium to 23 on June 30, 1954.

Inter-divisional Relations

During the biennium the Division of Public Assistance and the Division for Children and Youth have been cooperatively developing procedures relating to the administrative and service aspects of the foster home program. Also, there has been joint participation of the two divisions in administrative reviews in four county welfare departments.

Out of the need recognized by the Division of Corrections and the Division for Children and Youth to achieve a better understanding of each other's programs that would enable both to do more effective planning, an inter-divisional committee was established in the fall of 1952. The monthly meetings have been focused around areas of joint concern and interest, such as foster home licensing, planning for children whose parents are in penal institutions or on parole, clarification of legal terminology, participation of the Division of Corrections in conducting community surveys, and the implementation and development of standards for juvenile detention.

Another joint enterprise between the two divisions has been the foster home program for delinquents which has been in operation since July 1951. The responsibility for the planning and implementation of the program rests with the Division of Corrections while the Division for Children and Youth is charged with the expenditure of funds and provides consultation upon request. Children paroled from the Boys' and Girls' Schools are eligible for care. From July 1, 1952 to June 30, 1954, 106 children received care in foster homes. This program has been a real asset in strengthening services to these children.

An inter-divisional agreement between the Division of Mental Hygiene and the Division for Children and Youth has made it possible for a child psychiatrist to devote half of his time since July 1, 1952 to giving service to children under the care of the Division for Children and Youth. He has spent four days a month at the Wisconsin Child Center providing diagnostic study of the

children, treatment to a selected group of children, consultation to social workers and in-service training to staff. For the past year a second child psychiatrist has also been spending four days a month at the Child Center. Children who may be going to the Child Center have been referred to the psychiatrist for diagnostic study prior to admission whenever possible.

In addition, the psychiatrist has had diagnostic interviews with approximately one hundred children referred by the district offices and to some children referred by county children's workers. This service has aided in increasing the understanding of the needs of the individual child and planning to meet these needs through conferences with the workers and supervisors following the diagnostic interviews. Such interviews also aid the workers in increasing their understanding of the needs of all children.

Personnel

Personnel consists of (1) county children's workers and director-workers who may be full or part-time employees, (2) supervisors, children's workers and (3) directors, consultants, and clerical staff in the state office of the Division for Children and Youth.

On both June 30, 1950 and 1952, thirty-nine counties had full-time children's workers and 14 of them had more than one worker. On June 30, 1954, thirty-eight counties had full-time children's workers and 14 again had more than one worker.

In the district offices there were thirty-one caseworkers on June 30, 1950. This increased to 46 on June 30, 1952 and decreased to 43 on June 30, 1954 with 9 positions in this classification vacant on that date.

During the biennium there were 23 promotions of professional staff to higher classifications in the Division for Children and Youth.

In the public child welfare services to children the number of full-time professional employees was 152 on June 30, 1950. This increased to 184 on June 30, 1952 and to 189 on June 30, 1954. In addition to these the number of part-time professional workers also increased from 30 on June 30, 1950 to 31 on June 30, 1952 and 43 on June 30, 1954.

At the same time that the field service program staff has been increasing, the staff at Wisconsin Child Center has decreased. It was 170 on June 30, 1950; 128 on June 30, 1952 and 88 on June 30, 1954. The largest reduction was in personnel for cottage supervision as the number of cottages used for dependant and neglected children has been reduced from 10 to 4 because of the reduction in population. The decrease in professional personnel has been mostly in teaching positions and the elimination of three temporary summer recreation positions after 1950. Maintenance personnel has remained constant and service personnel has decreased less because these persons continue to provide service for the 3 cottages used as an annex to Northern Colony.

PROGRAM NEEDS

The goal of the Division for Children and Youth must continue to be the strengthening and extension of services available to meet the welfare needs of the children of Wisconsin. Qualified staff on all levels and adequate resources are of primary importance in reaching this goal. To approach this, understanding and joint planning between all agencies, public, voluntary, state and local, has been initiated. This will help in meeting the needs of all children receiving child welfare services.

The following developments will implement the program:

1. **Recruitment.** The Division has been successful in attracting trained experienced workers but with the increasing nation-wide shortage, recruiting efforts must be intensified. Personal contacts with high schools and state colleges, and written information to graduate schools, should be continued.
2. **Hard-to-Place Child.** Some "therapeutic" foster homes need to be developed which can accept the emotionally-damaged child — the child whose early life experiences have resulted in a warped and mistrustful attitude towards adults including parents, an attitude which only experience with adults who treat him differently can change. The foster parents of such children need the kind of supportive relationship with a caseworker which is essential to help them provide these damaged children with a corrective experience.

Case Example:

Roy is a 9½ year old boy who lived with his father and mother. Whenever he misbehaved, his father beat him quite severely. At the age of 9, Roy had quite a record of stealing bicycles and of demolishing them. Roy also abused the pets in the neighborhood and was generally considered a menace in the community. At one time he took a bundle of papers and placed them under his younger sister's crib and set a match to them. By this time, Roy had no friends either in his family or in the neighborhood. One evening he ran away from home and broke into a sporting goods store and pointed a loaded revolver at a policeman who discovered him in the store.

Roy needs to learn that not all grown-ups, especially men, are abusive. He needs a foster home so that he can understand other families do not live like he does. He will not be easy to handle because he will try foster parents to their limits. The worker must help the foster family understand why Roy acts as he does, why he especially does not like fathers, and why he does not respond to the foster father's friendly overtures. The family will become discouraged and feel that change comes too slowly. The worker must stand by the foster family and constantly give assurance that they are doing the "right thing" for Roy and that they cannot be expected to change in a short time what has been developing for 9½ years.

3. **Group Care Facilities.** Recent experience on the part of both public and voluntary agencies has disclosed the need for special kinds of group care to supplement or to replace some existing child care programs. Needed are more small facilities for the care of adolescent boys and girls, receiving homes to provide emergency or temporary care of children until more permanent plans can be worked out, small institutions or homes to care for children with moderately severe behavior or emotional problems. The populations of existing children's institutions are declining as more children, who require mainly care and shelter away from their own homes, are placed in foster homes. As a result, some changes in the programs of child caring agencies have been considered and, in some cases, effected. Three child caring agencies have geared their programs primarily to the care of disturbed children. Two of these agencies have relatively new cottage-type facilities, the third has remodeled its plant and reduced its capacity, purposefully, to provide care

to a smaller number of children. One agency has closed its nursery, and plans to increase its staff in order to serve the more disturbed child. Another agency has remodeled an old facility to provide apartment-type living for smaller groups of children. Continued study, planning and cooperation between public and voluntary agencies during the next biennium is seen as the most productive method of determining how, when and by whom the types of group care now felt to be needed can be achieved.

4. **Wisconsin Child Center.** The Wisconsin Child Center is needed to provide care for children whose development can best be promoted in a group setting. The extension of its program of psychological, psychiatric and social services to more adequately meet the needs of children would be desirable.
5. **Intensive Treatment.** The need of an intensive residential treatment center for more seriously disturbed children is becoming increasingly apparent.
6. **Psychiatric Services.** More psychiatric consultation to the field services would be helpful.
7. **Juvenile Detention and Probation.** Adequate facilities for detention and juvenile probation are already under consideration of the Child Welfare Committee of the Legislative Council. This should be encouraged.
8. **Public Information.** Activities interpreting program objectives and problems to the people of Wisconsin through media such as the press, radio, television and state and local advisory committee officials should be strengthened.
9. **Community Services.** The basic pattern of aiding communities in the evaluation and strengthening of their services for children and youth should be continued. New and better methods should be sought to insure that no child will be handicapped or in danger because of the lack of protection in the community in which he is living.
10. **Demonstration Projects.** Consideration should be given to setting up local demonstration projects in preventive services, through use of federal funds for subsidy or by assignment of state staff to such projects. Such demonstrations might include: (a) assignment of a survey coordinator to devote full-time or half-time in a particular county or community for a period of a year to coordinate survey follow-up, (b) assignment of a school staff specialist to a county or community to demonstrate the use of the mental health survey for early identification of children with adjustment problems, and (c) assignment of staff to a county or community to provide intensive citizen leadership training for a short period of time.
11. **Recreation Leaders.** Cooperation with other agencies and organizations in developing in-service training institutes for public recreation leaders should be initiated.

CORRECTIONS

The basic responsibility of a correctional system is the protection of society. The effective discharge of this responsibility demands, first, the secure custody or close supervision of those committed by the courts for crime or delinquency and, second, the rehabilitation of such offenders and their discharge from custody as socially acceptable individuals.

As the agency charged with these responsibilities in Wisconsin, the Division of Corrections

1. operates three adult correctional institutions and two juvenile schools, namely, the Prison, the Reformatory, the Home for Women, the School for Boys and the School for Girls;
2. administers probation and parole services and the interstate compacts on probation and parole;
3. administers the Sexual Deviate Law;
4. provides a psychiatric field service; and
5. establishes standards for, and inspects, jails and other local detention facilities and inquires into their methods and management.

Table 5
Average Daily Population under Supervision of Division of Corrections
Fiscal Years 1950-51 to 1953-54

	1950-51	1951-52	1952-53	1953-54
Total	5,181	5,309	5,501	5,838
Institution Supervision	2,381	2,294	2,340	2,567
Adult	2,008	1,919	2,001	2,208
Wisconsin State Prison	1,295	1,207	1,317	1,414
Wisconsin State Reformatory	613	596	585	659
Wisconsin Home for Women	100	116	99	135
Juvenile	373	375	339	359
Wisconsin School for Boys	245	258	230	231
Wisconsin School for Girls	128	117	109	128
Field Supervision	2,800	3,015	3,161	3,271
Probation	1,434	1,533	1,622	1,760
Parole	1,366	1,482	1,539	1,511

TRENDS

Institution and Field Service Population Trends

During the biennium, the number of offenders under the supervision of the Division of Corrections increased by 9.9 per cent. The average number under supervision rose from 5,309 in 1951-52 to 5,838 in 1953-54. For the same periods, the average daily population in institutions for adult offenders grew by 15.1 per cent. In contrast, the population at the juvenile institutions decreased by 4.3 per cent.

The use of probation and parole in the Division also continues to grow. The number of offenders under field supervision for 1953-54 showed an increase of 8.8 per cent over 1951-52. There were 3,015 offenders under field supervision in 1951-52 as compared with 3,271 offenders in 1953-54. The trend of populations in correctional institutions and under field supervision is shown in Table 5.

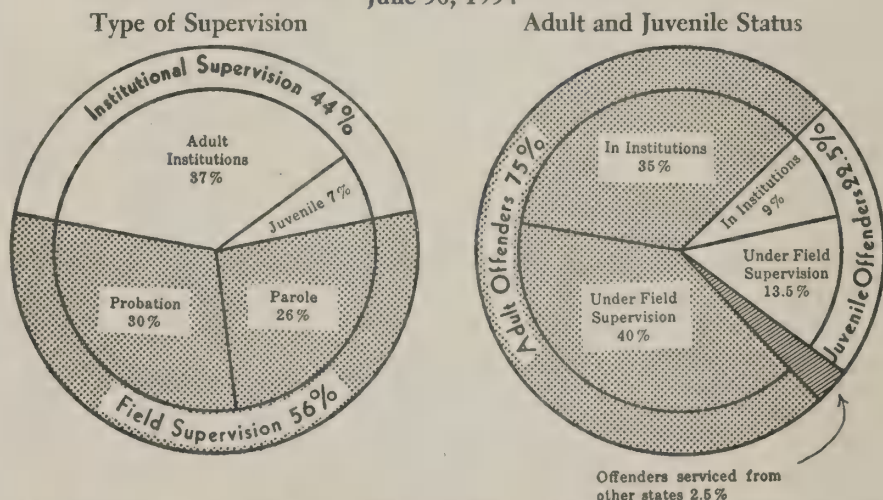
A total of 3,405 offenders entered the three adult institutions during the 1952-54 biennium compared with 2,749 offenders in the previous biennium. The juvenile institutions had 1,359 offenders enter for the 1950-52 biennium as against 1,305 for the 1952-54 biennium. These are gross numbers that include returns to institutions as well as new commitments. For the adult institutions, new commitments numbered 2,257 for the 1950-52 biennium as compared with 2,469 for the 1952-54 biennium. New admissions to the juvenile institutions remained almost constant for each biennium. There were 711 in 1950-52 and 713 during the 1952-54 biennium.

Offenders placed on probation rose sharply, increasing by 31 per cent. There were 2,803 offenders placed on probation during the 1952-54 biennium as against 2,139 for the previous biennium.

Institution separations, which include discharges, paroles, transfers between institutions and escapes, increased for both adult and juvenile institutions.

Chart IV

**Percent of Offenders Under Supervision of
The Division of Corrections
June 30, 1954**



There were 2,802 adult offenders separated in 1950-52; of these, 1,540 were paroles. During the 1952-54 biennium separations rose to 3,116 of which 2,236 were paroles. In the juvenile institutions 1,258 offenders were separated during the 1950-52 biennium as against 1,287 separations during the 1952-54 biennium. Of these separations, there were 845 paroles in 1950-52 and 854 in 1952-54.

The number of offenders released from field supervision increased during the biennium. Those released from probation numbered 1,271 in the 1950-52 period and 1,561 in the 1952-54 period. Those released from parole were 1,615 and 1,836 respectively.

Offenders whose probation or parole was revoked because of unsatisfactory behavior while on field supervision also increased. Probation revocations numbered 310 in the 1950-52 biennium and 320 in the 1952-54 biennium. Parole revocations were 707 and 1,094 respectively.

As the foregoing statistics indicate, the 1952-54 biennium was a period of increasing state correctional activity. This coincided with rising crime rates and more criminal convictions not only in Wisconsin but in the nation as a whole. The extent to which this trend will continue or be abated cannot be predicted. Continuing population growth and concentration of more people in larger cities, of course, are factors constantly operating to increase the number of socially mal-adjusted persons requiring correctional supervision.

Legislative and administrative changes began to affect the picture. The new Conditional Release Law, which lengthens the period of supervision following institutional discharge, not only is building up the total number under field supervision but, as a concomitant, augments the possibility of more revocations. More intensive field supervision, occasioned by employment of more trained staff, may have resulted in more frequent movement between field and institution forms of supervision.

Table 6
Expenditures of the Division of Corrections
Bienniums of 1950-52 and 1952-54

	1950-52	1952-54	Change
TOTAL	<u>\$8,568,078</u>	<u>\$10,093,245</u>	<u>+ \$1,525,167</u>
Administration	<u>209,633</u>	<u>302,964</u>	<u>+ 93,331</u>
Salaries	184,492	262,873	+ 78,381
Travel, Material and Other	25,141	40,091	+ 14,950
Field Services	<u>925,627</u>	<u>1,146,418</u>	<u>+ 220,791</u>
Salaries	732,787	920,830	+ 188,043
Travel, Material and Other	192,840	225,588	+ 32,748
Institutions	<u>7,432,818</u>	<u>8,643,863</u>	<u>+ 1,211,045</u>
Prison	3,178,378	3,558,029	+ 379,651
Reformatory	1,483,891	2,010,243	+ 526,352
Home for Women	665,980	805,532	+ 139,552
School for Boys	1,325,575	1,432,280	+ 106,705
School for Girls	778,994	837,779	+ 58,785

Finances

Expenditures of the Division of Corrections are compared for the two most recent bienniums in Table 6. Most of the \$1,525,000 increase was needed to meet higher operating costs of institutions and employment of additional staff for field services. All expenditures of the Division are met from state funds.

PROGRESS REPORT

Construction

Much needed construction at the correctional institutions was started during the biennium. At the Prison, two new bath houses are nearing completion and excavation for a new industries building was started. A new inmate dormitory was built at Camp Gordon (a forestry camp) and plans for a new camp building in the Flambeau Forest were drawn up.

At the Reformatory a swimming pool, which had been the subject of much criticism over the last 30 years, was finally rebuilt and put into operation. New solitary cells, a new kitchen and well were provided and two new vocational training buildings completed.

In addition, needed maintenance work was carried out at all of the institutions.

Psychiatric Treatment

A notable development during the last two years in all the correctional institutions, but particularly in the adult groups, has been the increased desire of inmates for help in the solution of their personality and emotional problems, a desire demonstrated by frequent requests for psychiatric consultation. With the present staff it has been impossible to provide individual therapy for all those who request or need it; consequently the psychiatrists have had to limit their work to those most severely disturbed.

Group therapy, however, is being used with effective results in many less urgent cases. The adult institutions have 22 therapy groups and, as soon as staff vacancies can be filled, more will be started. A class in mental hygiene has been established at the School for Boys.

The Alcoholics Anonymous program has been continued at the three adult institutions and there is reason to believe it has aided a large number of inmates who have been paroled.

Sex Deviates

The Wisconsin Sex Deviate Act went into effect on July 1, 1951. This law provides that after a finding of guilt for certain sex offenses, the judge shall commit the man to the Department. Within 60 days the Department reports to the committing court whether or not the man is sexually deviated and in need of treatment. If he is found deviated, the court may commit him to the Prison for treatment or place him on probation with the stipulation that he must accept treatment from other sources.

By June 30, 1954, 520 men had been committed to the Department for study. Of these 199 were found to be sexually deviated with 170 being sent to the Prison for psychiatric treatment. 304 were found not to be deviated and were sentenced under the criminal code. The remainder were psychotic or mentally deficient.

Eighty-six persons under treatment were released to parole supervision on a trial basis. Eight of the 86 were returned to the institution for further treatment because of parole violations. Of the eight returnees, four were returned for new offenses and four committed various violations of the parole agreement which did not involve aberrant sexual behavior. During this same period 31 individuals were discharged with maximum benefits. Those discharges were granted upon the recommendation of the Department psychiatric staff. It is interesting to note that in not a single instance has any person so discharged been convicted of further aberrant sexual behavior. Treatment has not always been effective with this particular group, as may be noted from the fact that 12 men have been returned to court for judicial review of the Department's order continuing them under its control beyond the legal limits imposed by the criminal law for their particular offense.

A minor change in the original act was made by the 1953 Legislature. It was found that carnal knowledge and abuse offenders were seldom found to be sexually deviated (one out of 55 during the first year). That offense was excepted from the mandatory provisions of the act and the courts were granted optional authority to commit such offenders for study.

Prison Labor

The modern correctional institution must provide work for inmates, but it should be work with a purpose, work that will benefit the prisoner on release from the institution. For years this has been a vexing problem for correctional administrators. Idleness or non-productive labor breaks the spirit or damages the morale of confined men and women, and this in turn forces an increase in prison personnel. It is highly probable that many recent prison riots can be traced, at least in part, to lack of productive labor.

While Wisconsin institutions have had no large amount of idleness, they do frequently have two men doing one man's job. The Division is now studying possibilities of several new, small industries to manufacture articles which can be sold to tax-supported institutions, thus providing sufficient work for all inmates.

Farms and Camps

During the biennium the Prison took over operation of farms at the Southern Colony and Training School and Winnebago State Hospital. This increased to nearly 400 the number of men working under minimum security conditions, with approximately 100 others working outside the walls during the day and being returned at night.

The Reformatory has 51 men at Camp Oneida and an additional 50 doing work outside the walls. In addition, preparations are being made for the transfer of the Prison forest camp at McNaughton to the Reformatory when a new camp in the Flambeau State Forest is available to the Prison. This will enable the Reformatory to place more men at work outside its walls.

Inmate Pay Scale

On July 1, 1953, the inmate pay scale at the Prison was changed from 25 cents a day to 40 cents for men living outside the walls and to 35 cents a day for men living inside the walls. At the Reformatory, where there had been no previous payments for labor, the same pay schedule was put into effect. All pay above 25 cents a day is put into a restricted savings account to assure that men leaving the institutions will have some money to assist them in making a new start.

A pay scale of 50 cents a week was established at the Home for Women, the School for Boys and the School for Girls.

Prison and Reformatory Industries

During the 1952-54 biennium, Prison and Reformatory industries earned a net profit of \$495,000. From this amount \$108,000 was returned to the State General Fund and \$50,000 used to finance operation of the Central Warehouse. Table 7 presents a more detailed financial picture of Prison and Reformatory industries by type of industry.

Plane Spotting

Plane-spotting stations for the Civilian Defense Ground Observer Corps were established at the Thompson State Farm Camp, at the Prison proper, at the Reformatory and at the Home for Women. At the Prison and Reformatory a post is manned by inmates 24 hours a day. At the Home for Women the work is carried on by inmates during the day and by guards on duty at night. These spotters report to filter centers in Chicago or Green Bay every aircraft in the vicinity of the institution or camp, its direction of travel, estimated altitude and general type.

Supervision of Central State Hospital Parolees

In 1954 a plan was inaugurated, in collaboration with the Division of Mental Hygiene, for supervision of parolees from Central State Hospital by the Bureau of Probation and Parole. This is a program which had been under consideration for some time, but it is still too new to evaluate results.

Juvenile Probation

During the last year, under authority granted by the 1953 Legislature, the Division has undertaken to provide juvenile probation services on a limited basis to counties which request such assistance. Service is furnished after approval by the Director of the Department upon certification by the county that no local resources are available. Ten counties that have been certified and

Table 7
Financial Statement of Prison and Reformatory Industries
1952-54 Biennium

	Gross Revenue	Expenditures	Net Revenue
TOTAL	\$2,718,838	\$2,223,377	\$495,461
Prison Industries	2,586,412	2,103,074	483,338
Metal	924,749	825,614	99,135
Laundry	280,758	214,418	66,340
Printing and binding	85,678	66,182	19,496
Paint	144,223	129,204	15,019
Shoe	62,060	55,674	6,386
Cannery	177,117	174,524	2,593
Clothing	233,610	215,087	18,523
Binder twine	413,302	180,863	232,439
Central generating	264,915	241,508	23,407
Reformatory Industries	132,426	120,303	12,123
Automobile body shop	82,922	85,380	—2,458
Clothing	48,154	34,923	13,231
Granite	1,350	—	1,350

approved are receiving services, thus making the state's first official entry into the field of juvenile probation. Previously, Bureau of Probation and Parole agents handled some juvenile probation cases on an unofficial basis; that is, upon request of a juvenile judge.

Jails

County jails in the state are in the main clean and well managed. Four counties — Adams, Eau Claire, Chippewa and Crawford — have recently constructed modern jails, and the cities of Chippewa Falls, Prairie du Chien, Reeds-town and Sparta have built new jails. New jails also are planned or under construction in Dane, Green, Fond du Lac, Oneida, Ozaukee, Manitowoc, Shawano, Vilas and Wood counties.

There are 25 jails approved for the detention of females and juveniles.

A committee composed of members of the Wisconsin Sheriff's Association, the Police Chief's Association and the Division of Corrections staff is working on a manual of jail standards for all such institutions and it is expected to be completed during the current year.

If the jails of the state are to be kept up to the present standards, it will be necessary to provide a second jail inspector. The statutes call for at least one annual inspection of each of the 365 jails and lock-ups in the state. It is physically impossible to accomplish this with only one jail inspector, much of whose time is taken up with meetings with county board committees and others concerned with jail operations.

Staff Development

As a part of its staff development program, the Division held a three-day conference for its staff in Milwaukee in June 1953. More than 400 persons participated including professional and custodial staff from the five institutions, the Psychiatric Field Service and the Bureau of Probation and Parole, as well as representatives of a number of allied agencies including courts, law enforcement officials and county probation officers. Comments from participants indicated that the conference was successful in stimulating an increasingly progressive approach to the treatment of offenders.

The Bureau of Probation and Parole continued its program of bi-monthly district meetings as a part of its in-service training and at the juvenile institutions psychiatric staff conducted training meetings for youth counsellors.

Approximately 100 employees at the Prison voluntarily and on their own time took part in 12 in-service training sessions held on the evenings during the winter. Department heads at the Prison also met one night a month to discuss mutual problems.

PROGRAM NEEDS

There is little need to comment extensively on the security of Wisconsin institutions, for they have long enjoyed a reputation for humane but effective custody. Escapes from the adult institutions proper have been extremely rare, disorders are virtually unknown, and both discipline and morale are maintained at high levels.

The keystone in the development of Wisconsin's correctional effort — as it has been for many years past — is the development of more effective programs for the treatment and training of individual prisoners, to the end that their asocial or anti-social traits be modified or eliminated and their return to society as useful citizens be achieved.

If those committed to the institution are to come out better citizens, the institution must have a co-ordinated program. The educational program should be tied in with the industries and maintenance departments of the institution in a vocational training program. There must be a recreational program to teach many of those entering the institutions what to do with their leisure time. If athletics, music, dramatics and hobby work teach fair play and respect for the other man and develop character in schools and colleges throughout the country, they should do the same thing at an institution.

The modern correctional institution must have adequately staffed medical and dental facilities for routine as well as corrective-medical attention.

Psychiatric services, provided by a team of psychiatrists, psychologists and psychiatric social workers, must be available. The social worker must help the prisoner analyze his problems, teach him how to approach a solution and face the problems of life.

Finally, after he leaves the institution on parole, the prisoner must have the help, guidance and counselling of a trained worker in adjusting to the abrupt change from the regimented, confined life of an institution to normal living.

Wisconsin's correctional system now provides all these services. The present purpose is their further development and improvement so that more and more individuals can be helped. Through these means the Division of Corrections hopes to speed up the rehabilitative processes for those committed to its care and supervision.

Buildings

As is generally recognized, the most pressing construction need is a new institution for boys to replace the existing outmoded plant. The Division is asking for a minimum security institution and an intermediate institution for boys to supplement the present program, as well as relocation and re-building of the present school.

Overcrowding exists at the Home for Women. The institution has a rated capacity of 80 and on June 30, 1954 had a population of 145. More inmate housing is necessary to meet this condition and the institution also needs a vocational training building and a chapel to improve its program.

Operation of the Sex Deviate Law has indicated serious need for a psychiatrically oriented institution to handle these and other maladjusted individuals who are in need of special treatment. Primarily due to lack of sufficient psychiatric staff, the sex deviates absorb the greater part of the time and attention of the psychiatrists and psychologists, to the detriment of the main body of the Prison population. While the deviates work and live with the other prisoners under the same roof, they receive intensive psychotherapy, are subject to more liberal parole eligibility laws and are considered for parole by a different board. This situation obviously poses difficult problems for the institution.

A new administration building and a chapel are needed at the Prison. The present administration building, 100 years old, is not designed for efficient operation of modern offices. The chapel is on the third floor of the administration building and many men cannot climb the narrow stairs leading to it. The space assigned does not lend itself to religious services but it is the only place available.

The Prison is seriously overcrowded, with 252 men sleeping in the dormitories and others on cots in cellhouse corridors. Moreover, with the steady increase in the state's population a further increase in the prison population is almost inevitable. The institution does not need more maximum security-type construction but does need less expensive medium security housing to meet needs already apparent.

The most important building needs at the Reformatory at this time are a new power plant and a new hospital. Plans for the former have been in process for some time and it is expected that construction will soon be started.

Personnel

Recruitment, particularly of psychiatrists and probation and parole agents, has been a continuing problem. Increasing caseloads and greater demand for psychiatric services have accentuated the need. There are indications that dur-

the next biennium the Division will be able to fill most of the vacancies on the field staff with well-trained personnel, but it is expected that recruitment will continue to be difficult.

There is need for a third member for the parole board. The board spends 160 days of the year at the institutions, at farms and camps, and in travel. At present it is necessary to remove some member of the divisional staff from his regular duties to serve with the board in the absence of a regular member. It has become increasingly difficult to find staff members who can spare the time.

MENTAL HYGIENE

The Division of Mental Hygiene has responsibility for the institutional care and treatment of mentally ill and mentally deficient patients. Under the State Department of Public Welfare, the Division operates three state mental hospitals, two colonies and training schools and the new Diagnostic Center. The Division is the supervisory authority for thirty-eight county mental hospitals through the power of consultation, inspection of facilities and transfer of patients between institutions.

The Department, and therefore the Division, has been designated the State Mental Health authority for purposes of receiving federal funds (for non-institutional mental health purposes) made available to states under the Federal Mental Health Act.

Table 8

Average Daily Populations in Wisconsin State and County Mental Institutions
Fiscal Years 1950-51 to 1953-54

	1950-51	1951-52	1952-53	1953-54
Total	17,097	17,372	17,609	17,826
State institutions	4,937	4,992	5,142	5,263
Hospitals	2,137	2,148	2,257	2,262
Mendota	792	790	827	833
Winnebago	1,016	1,037	1,103	1,095
Central	329	321	327	334
Colonies	2,800	2,844	2,885	3,001
Northern	1,809	1,803	1,825	1,834
Southern	991	1,041	1,060	1,167
County institutions	12,160	12,380	12,467	12,563
Milwaukee	3,536	3,625	3,707	3,800
Other	8,624	8,755	8,760	8,763

To further professional education, the Division conducts an in-service training program through its affiliation with the University of Wisconsin. By this arrangement the directorship of the Division has been integrated with that of the Wisconsin Psychiatric Institute of the University's Medical School.

Besides these responsibilities, the Bureau of Alcohol Studies within the Division conducts a program of education and research on alcoholism. The Bureau functions as consultant to four alcoholic informational centers supported in part by state funds and operated by the cities of Green Bay, Madison, Milwaukee and Superior.

TRENDS

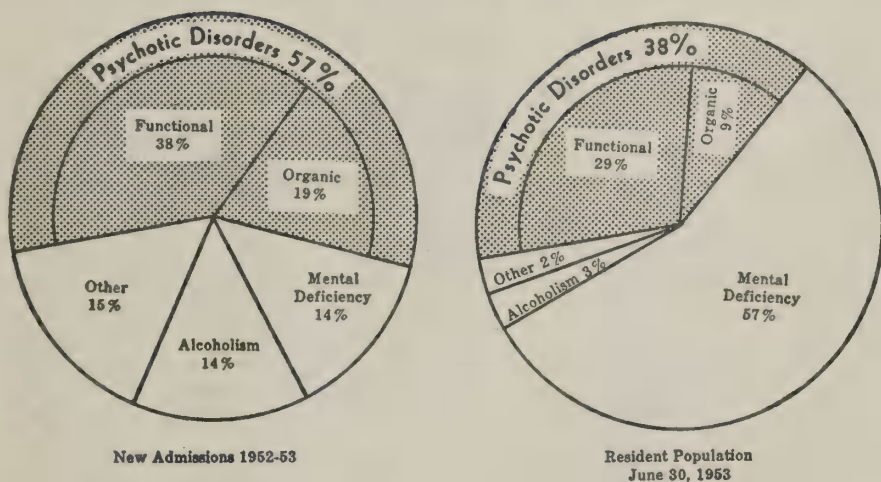
Patients in Institutions

The average daily patient population in Wisconsin state and county mental hospitals rose from 17,372 in 1951-52 to 17,826 in 1953-54. This is an increase of 2.6 per cent for the biennium. During the same period, the three state treatment hospitals (Mendota, Winnebago and Central state hospitals) had a population increase of 5.3 per cent. Population at the colonies and training

schools grew by 5.5 per cent. The two Milwaukee County Mental Hospitals increased by 4.8 per cent. In the case of the remaining thirty-six county hospitals, however, the population growth was negligible, increasing by less than one-half of one per cent. Population trends of state and county institutions are shown in Table 8.

The continued growth of the Wisconsin general population, which, according to census estimates, will reach 3,800,000 by 1960, can be expected to result in a greater number of persons entering Wisconsin mental institutions. The growing proportion of aged in the general population also means increased admissions.

Chart V
Types of Mental Disorders Treated at
Wisconsin Mental Institutions



Patients received by the three state treatment hospitals during the 1952-54 biennium totaled 6,068 as against 5,519 for the previous biennium. Patients received by Northern and Southern colonies and training schools were 2,360 during the 1952-54 biennium and 1,943 for the 1950-52 biennium. New admissions are patients admitted to the institution for the first time. For the treatment hospitals they total 4,054 for the 1952-54 biennium as against 3,755 for the previous biennium. New admissions for the colonies were 907 during the 1952-54 biennium and 695 for the 1950-52 biennium.

Separations from state treatment hospitals increased between the two bienniums. There were 5,995 patients separated in 1952-54, as against 5,444 patients separated in 1950-52. The two colonies and training schools separated 2,102 patients during the 1952-54 biennium and 1,853 patients during the 1950-52 biennium. Separations include transfers to other institutions, home visits, unauthorized absences and deaths, as well as releases of improved patients. There were 3,841 releases from state treatment hospitals in 1952-54 compared with 3,437 in 1950-52. At the colonies releases numbered 309 in 1952-54 and 272 in 1950-52.

During the 1952-54 biennium, 341 patients died at the state treatment hospitals and 213 patients died at the colonies, or a total of 554. In the previous biennium there were 529 deaths.

The types of mental disorders at the state mental institutions are shown by broad diagnostic category in Chart V. Comparison is made between disorders reported for new admissions for the 1952-53 fiscal year and for patients resident in the institutions on June 30, 1953. Psychotic disorders accounted for 57 per cent of the new admissions, but only 38 per cent of resident population. On the other hand, mental deficiency accounted for only 13½ per cent of new admissions but 57½ per cent of resident population. Alcoholics were 14 per cent and 2½ per cent respectively.

Among the psychotic disorders (severe mental breakdown), those resulting from definite physical causes (organic psychoses) accounted for 19 per cent of new admissions and nine per cent of resident population. Much more numerous were psychoses of non-physical cause (functional), principally schizophrenia, which were 38 percent of new admissions and 29 per cent of resident population.

Table 9
Expenditures of the Division of Mental Hygiene
From State and Federal Funds
Bienniums 1950-52 and 1952-54

Source and Use of Funds	1950-52	1952-54	Change
TOTAL	\$18,970,189	\$24,369,092	+ \$5,398,903
State Funds	18,918,369	24,313,630	+ 5,395,261
Division of Mental Hygiene	170,763	171,968	+ 1,205
Administration	68,352	78,602	+ 10,250
Bureau of Alcohol Studies	27,411	32,366	+ 4,955
State Aid to Alcoholic Treatment Centers	75,000	61,000	—14,000
State Institutions	12,116,358	15,961,806	+ 3,845,448
Mendota State Hospital	2,818,052	3,482,482	+ 664,430
Central State Hospital	1,022,582	1,300,650	+ 278,068
Winnebago State Hospital	3,022,540	3,954,912	+ 932,372
Northern Colony	3,059,224	4,045,445	+ 986,221
Southern Colony	2,193,960	3,178,317	+ 984,357
State Aid to County Mental Hospitals	6,631,248	8,179,856	+ 1,548,608
Federal Mental Health Act Funds	51,820	55,462	+ 3,642

Finances

Expenditures for the five state mental institutions were \$12,116,358 for the 1950-52 biennium. An additional \$17,858,000 was expended by the thirty-eight county mental institutions over the same period. During the 1952-54 biennium, expenditures for the five state hospitals increased to \$15,961,806 while operations for thirty-eight county hospitals rose to \$21,314,782 during the same biennium.

Expenditures of the Division of Mental Hygiene are compared for the two bienniums in Table 9. Most of the \$5,398,903 increase was needed to meet higher operating costs of state and county institutions, necessitated by employment of additional personnel, salary adjustments and higher prices for goods purchased.

PROGRESS REPORT

Improved Facilities for Patients and Staff

Care of the mentally ill has improved at Winnebago and Central State Hospitals as a result of the construction of new buildings. Kempster Hall at Winnebago State Hospital provides a modern reception service and medical-surgical facilities. Additional bed space also permits better handling of tuberculous mental patients than was previously possible.

New additions at Central State Hospital enabled patients to be removed from unsatisfactory basement quarters where many were previously housed because of overcrowding at the institution. A much-needed hospital ward is now available along with X-Ray, treatment and operating room facilities. Cafeteria style food-service has been installed for patients. Space has been released for recreational, occupational and musical therapy. A new dining room for employees has been opened.

At both Winnebago and Central State hospitals, space released by new construction permitted a remodeling and expansion of offices for professional staff and administrative services. This makes for increased efficiency and better working conditions.

Southern Colony's new buildings are outstanding in their design and construction. The possibility of doing first-class work under such conditions, combined with an improvement in the recruitment situation that has come about because of the new employees' building, has built up staff morale and raised program level. Confidence in the program and favorable reaction to the new buildings appear partly responsible for an increase in the institution's population.

County Hospital Services

Important developments in the county mental hospital services have taken place during the biennium. At the request of the Association of County Hospitals, the Department staff has been meeting with superintendents, matrons, physicians and trustees during the year to discuss common problems and coordinate activities.

A consultant team for servicing county mental hospitals has been established to replace the former position of inspector of county hospitals. The team is made up of a supervisor of county hospital services, a tuberculosis consultant physician, an occupational therapist and a psychiatric social worker, aided by a psychiatrist from the Division. So far the team has assisted county mental hospitals in broadening their program and in selecting patients for release to the community.

Alcohol Studies

The Bureau of Alcohol Studies is established within the Division of Mental Hygiene to cooperate with public and private agencies and individuals interested in the prevention and control of alcoholism and to promote the establishment of facilities for the treatment and rehabilitation of alcoholics.

The Department is financially aiding the operation of alcoholic treatment centers at Madison, Milwaukee and Superior. These centers treated 2,484 alcoholics during the biennium, of which 1,868 were hospitalized and 616 treated on an out-patient basis. In addition, the Department helps operate an alcoholic information office in Superior and has approved plans for opening information and referral centers in Beloit and Green Bay.

Diversified programs for alcoholics were set up by the Bureau at Mendota and Winnebago State hospitals and at the Reformatory and Home for Women. In 1953, 680 inmates participated in these programs.

Other activities of the Bureau during the biennium included radio and television appearances, talks and distribution of literature in 40 communities throughout the state, setting up committees on alcoholism in five cities, conducting surveys on alcoholism in Outagamie and Washburn counties in conjunction with community surveys made by the Division for Children and Youth, and planning the National States Conference and National Research Conference on Alcoholism, both of which were held in Madison in October 1954. The Bureau co-sponsors the Summer Conference on Alcoholic Studies with the University of Wisconsin Extension Division which is held each year at the University.

Federal - State - Local Relationships

Federal Mental Health funds allocated to the Division have been used for (1) educational stipends for training of needed professional personnel, (2) support of pilot projects aimed at establishing mental health services in the communities and schools, (3) conducting mental health institutes and educational programs. During the biennium the Department received \$107,495 in federal funds. Of this \$54,850 was allocated to the State Board of Health and \$500 to the State Department of Public Instruction.

The Division, upon the request of Racine, Eau Claire and Polk county, and Madison and Appleton city officials, provided consultation in connection with locally initiated mental hygiene projects. Federal Mental Health Act funds were used in setting up a mental hygiene clinic in Eau Claire.

Inter-divisional Relations

Coordination with other departmental services was facilitated by joint staff meetings with the Division of Corrections, Bureau of Research and Statistics and Counsel of the Bureau of Collections and Deportation. Coordination with the juvenile court and county courts was advanced through regular planned meetings with a special committee of judges appointed to work with the Department.

Psychiatric consultation services were provided to the Division of Public Assistance with respect to determining eligibility of applicants for Aid to the Totally and Permanently Disabled and to the Division for Children and Youth through regular visits of Diagnostic Center psychiatrists to the Child Center. Numerous conferences have been held with the Division for Children and Youth, with especial emphasis on planning for joint use of the Diagnostic Center.

Personnel

The total number of personnel within the Division of Mental Hygiene, including the institutions, increased from 1,623 at the end of the 1950-52 biennium to 1,984 at the conclusion of the 1952-54 biennium. Most of this increase occurred at the state institutions where more staff was urgently needed to improve treatment and custodial programs.

A loss of superintendents occurred at two of the state mental hospitals. Dr. Byron J. Hughes of Winnebago State Hospital died in January 1952. In recognition of his career of service to Wisconsin's mentally ill, the new continuous treatment building at Winnebago State Hospital has been named Hughes Hall. He has been succeeded by Dr. John T. Petersik.

Dr. Jefferson Klepfer resigned from Central State Hospital in November 1953 to accept a position in the mental hygiene program in Indiana. It has not been possible to obtain a replacement to date.

PROGRAM NEEDS

Individual Care and Treatment

Any patient entering a mental hospital assumes that a program of treatment relevant to his particular needs will be planned and that sufficient personnel and resources will be available to carry it out. The idea of grouping people in mass and giving them only custodial care is repugnant to the patient, the relatives, the public and the conscientious physician. In psychiatry, derived from defeatist attitudes of the past, we have had just such mass conditions. The programs of the past give us a meager basis for new developments. A relative improvement, great though it is, may still leave us far short of the objective of individual patient care. The cost of converting from the "mass approach" to the "individual approach" has always looked too staggering to contemplate. Individual treatment must be utilized if early help and favorable prognosis for patients is to be obtained.

Modern Facilities

Obsolete facilities mean program deficiencies. Modern medical programs cannot be carried out in eighty and ninety year old buildings. The additions at Winnebago and Central State Hospitals and Southern Colony and Training School have shown that much more can be done for patients in a modern, functionally planned environment than can be done in the old buildings. Old buildings restrict the scope of the patient's activity. They offer little beyond the basic essentials of living. They provide a "mass approach" whereas the individual touch is often the key to therapeutic success. There is no provision for therapeutic interviewing techniques, yet this is the basis of treatment in interpersonal problems. Obsolete buildings speak discouragement to patients, telling them that the latest in science is not for them. New buildings broaden the activities for patients. They limit massing and permit individual care. They facilitate staff activities, provide for patient interviewing and other treatment programs, and speak to patients of the interest of the state in their well-being and recovery.

An Expansion of Social Services

One of the primary goals of the mental hospital, just as in any general hospital, is the return of the patient to the community. Interest and participation of relatives, with the inclusion of family problems in the treatment plans are required for effective psychiatric service. An increase in the social service staff of the Division has made possible greater community contacts. Increased social services made possible community placement of 262 patients during the biennium from Northern Colony alone. Nevertheless, further development and personnel are necessary. The mental hygiene program will be deficient until there are skilled personnel and services in the community to assist in the early recognition of mental illness and the rehabilitation of patients returning from mental institutions.

Physicians and Psychiatrists

Deficiencies in personnel are being experienced in certain professional categories, especially physicians. The deficiency is nation-wide. It is severe in relation to the number entering psychiatry, as well as public service. Federal services, state programs, the armed forces, private institutions, universities and private practices are all beckoning to young psychiatrists. The demand far exceeds the supply.

At least two serious effects result from an inadequate number of physicians. First, it means a lack of skilled experienced men to guide the younger psychiatrists. Secondly, it discourages capable physicians now working in the institutions. They find that the excessive patient-load limits the attention they can give patients.

Recruitment is more difficult away from the medical centers. The colonies and training schools have both had difficulty in obtaining physicians to fill staff vacancies. A clinical director, assistant superintendent and staff doctors are needed at Winnebago State Hospital. Openings for a superintendent and staff psychiatrist are unfilled at Central State Hospital. Mendota is short of experienced psychiatrists.

The linkage of the Division's clinical program with the University of Wisconsin is aimed at meeting the shortage through educating our own psychiatrists. This program has already provided Winnebago State Hospital with two psychiatrists. It will take some years before this problem ceases to be acute.

Further Development of the Program between the Division and the University

The completion of the Diagnostic Center promises a considerable improvement in coordination of administrative functions for the next biennium. Further development of a coordinated program with the University of Wisconsin, as established by the joint directorship of the Division of Mental Hygiene and the Psychiatric Institute, becomes possible. If a mental hygiene program in Wisconsin is to fulfill the promise it now holds, this linkage must be strengthened. It must be remembered that no mental hygiene program anywhere has yet met its responsibilities. The mental hygiene program must be regarded as a pioneering venture and given full support, especially in the encouragement of young, capable professional personnel. The Department needs the University's help in staff development. Consultation with University personnel in technical areas and research also is necessary. The University needs the extensive clinical field of the Department's services so that its education and research programs are on an applied basis. The plan of cooperation as originally organized has been already used to mutual advantage. There are no major obstacles to its continuance and extension.

PUBLIC ASSISTANCE

Public Assistance is financial aid and services provided by government to individuals and families in terms of their own resources and needs. The level of assistance grants reflects the minimum standard of living which the governmental units responsible for financing are willing to support. Policy and program should have a sound legal basis in tax-supported agencies.

Experience has demonstrated the importance of the following agreed upon essentials in the administration of public assistance.

1. Assistance should be available on an equitable basis to all who meet the requirement of economic need and other eligibility factors.
2. The program should be administered humanely, with every effort made to preserve the individual's dignity and self-respect. There is a responsibility, however, to call into play community resources for dealing with such problems as child neglect and abuse.
3. All possible means to aid rehabilitation should be fully utilized. This includes resources within the family, within agency function, and those available in the community.
4. Public assistance and other public welfare activities should be brought together under a single administration. This results in economy, flexible service and efficiency.
5. Administration should employ good management techniques, including well defined lines of responsibility, competent supervision, qualified staff, reasonable workloads, carefully established office routines, fair personnel practices, adequate building and equipment and sound fiscal planning.

Wisconsin's public assistance programs consist of (1) the four social security aid categories of Old Age Assistance, Aid to Dependent Children, Aid to the Blind and Aid to the Totally and Permanently Disabled and (2) general relief. The social security aid programs are administered by county welfare agencies under the supervision of the Division of Public Assistance. These programs are financed largely from federal and state funds. General relief is administered by county or local officials, responsible only to their respective local governing bodies. Costs are borne largely by local governments.

TRENDS

Expenditures

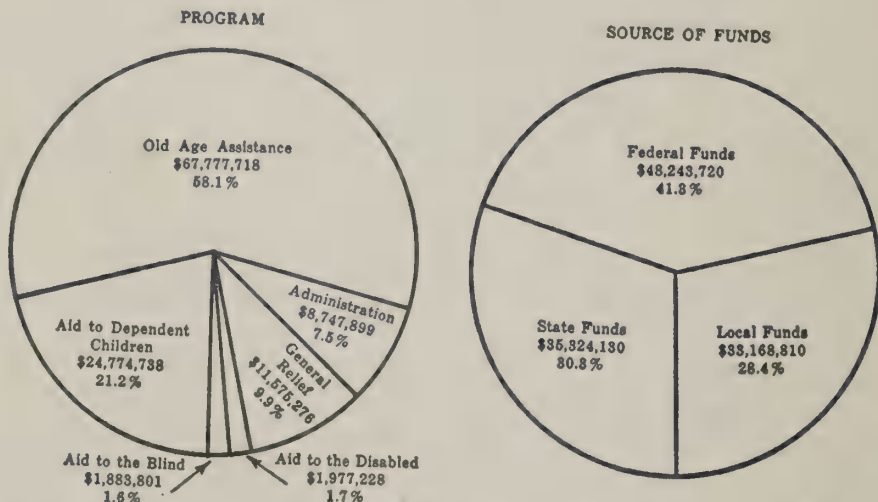
Total public assistance expenditures in Wisconsin amounted to \$116,736,660 during the 1952-54 biennium. Of this amount 41.3 per cent was borne by the federal government as its share of the social security aid programs. The state bore 30.3 per cent of the total, while 28.4 per cent was borne by county or local governmental units. Grants to recipients of assistance comprised 92.5 per cent of total expenditures, while administrative expenses of the state, county and local governments amounted to 7.5 per cent of the total.

The total expended represents an increase of 8.7 per cent over the \$107,391,961 expended in the 1950-52 biennium in spite of the fact that the average monthly overall public assistance caseload of 59,732 was 3,000 cases below the average for the preceding biennium. Factors primarily responsible for the increase in expenditures consist of rising cost of medical care, increase in rental payments of recipients and the declining trend in the second half of the biennium which sharply boosted expenditures for the general relief and had some effect on aid to dependent children expenditures.

Old Age Assistance

The monthly old age assistance caseload declined during every month of the biennium, and the June 1954 caseload of 46,161 was about 5,000 cases below the load at the end of the previous biennium. This sharp decline has been due principally to extensions of the old age and survivors insurance program in 1950 and 1952 which served to decrease sharply the number of aged persons who now find it necessary to apply for old age assistance. However, other factors have also had some influence in causing the decreasing caseload trend. The law pertaining to the responsibility of relatives to support dependent persons when financially able was strengthened by the 1953 Legislature and has been instrumental in removing an appreciable number of aged persons from the assistance rolls. It has also been possible to reduce the assistance grants to many others due to contributions by relatives under the amended law. Amendments to the law

Chart VI
Expenditures for Public Assistance
1952-1954 Biennium



pertaining to the cash value of insurance and liquid assets which may be held by recipients is also having some effect on the caseload since relatives have agreed to support some recipients and applicants for aid rather than having insurance policies cashed in or assigned to the county public assistance agency.

Old age assistance grants reached their highest point in the history of the program during the first year of the current biennium, but during the second year dropped off to a level about equal to that of two years earlier. The cumulative effect of a declining caseload, plus the fact that lower grants are necessary to supplement old age and survivors benefits and contributions of relatives has served to reverse the previously rising trend. However, expenditures for medical care of recipients continue to increase sharply. During the biennium payments to vendors of medical services for old age assistance recipients totaled \$8,756,954. During the previous biennium the comparable total was \$7,192,360.

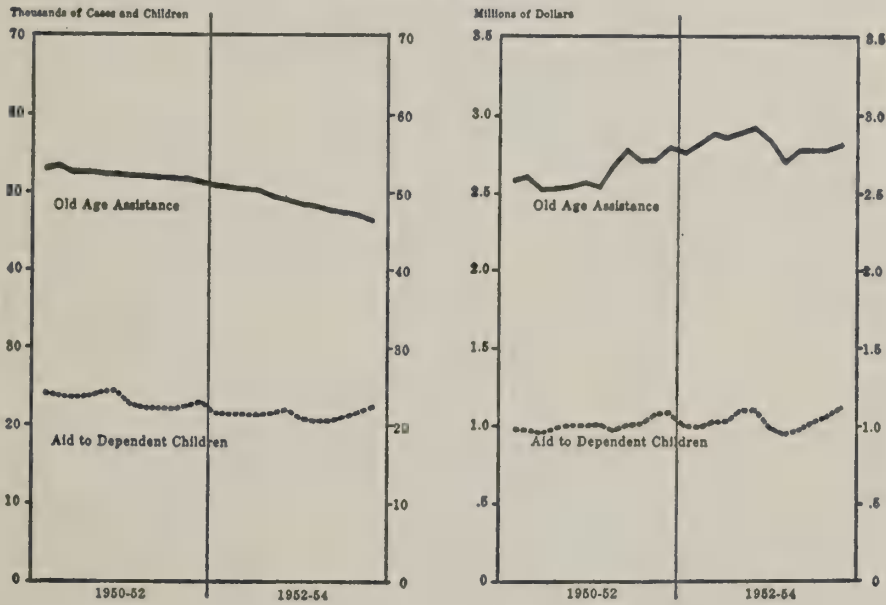
The decrease in number of persons receiving old age assistance is counteracted to some extent by the continuing increases in the average amount of aid

being granted to old age assistance recipients. One of the most notable factors behind these increases is the steady rise in medical expenditures. It may be expected, therefore, that the total cost of the old age assistance program will not decrease in the same ratio as the number of recipients.

Aid to Dependent Children

Aid to dependent children grants averaged \$1,032,281 per month during the biennium and assisted an average of 21,520 children each month. Compared with the preceding biennium the average number of children was down by 7.2 per cent, although the amount of aid granted increased by 1.6 per cent. During most of the period the number of children aided remained well below two years ago. However, beginning in the fall of 1953 an increase in the trend set in, largely as a result of recession conditions and employment, and by the end of the bi-

Chart VII
Old Age Assistance and Aid to Dependent Children
Caseloads and Grants
1950-1954 Bienniums



ennium the number of children aided had reached a point almost as high as two years ago.

A study conducted in November 1953 indicates that the principal reason for dependency in aid to dependent children at the present time is the separation of parents due to desertion or divorce, or due to the fact that the parents are not married. Historically the majority of children aided under this program were those of widowed mothers. However, the operation of the old age and survivors insurance program has sharply reduced the proportion of widowed mothers needing public assistance, and consequently increased the proportion of children needing aid for other reasons.

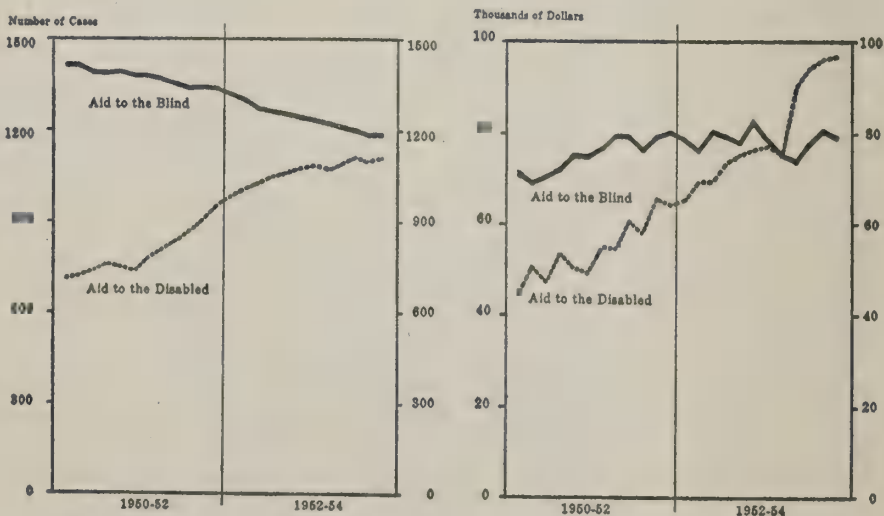
Growth in the proportion of non-white cases has occurred in recent years.

In November 1953, Indian and Negro cases comprised 11.2 per cent of the caseload, whereas in 1948 Indians and Negroes comprised only 5.5 per cent of the caseload. Unemployment appears to be a factor in current program growth. During the July-December 1953 period, 22.3 cases per month were added because some person in the home was unemployed. During the period January-April 1954 this number had increased to 25.7 per month. The increase in the number of unmarried mothers and parental incarceration are other factors which have influenced the growth of the program.

Aid to Totally and Permanently Disabled Persons

The number of badly handicapped persons receiving aid to the disabled increased slowly but regularly throughout the biennium and in June 1954, a total of 1,105 persons were in receipt of this type of assistance. The amount of aid granted under the program also increased regularly until August 1953, when a very sharp increase began due to an enactment of the 1953 Legislature which permitted the payment of medical bills and funeral expenses of recipients in the same manner as for recipients of old age assistance, aid to the blind and aid to dependent children.

Chart VIII
Aid to the Blind and Aid to Disabled
Caseloads and Grants
1950-1954 Bienniums



The factor principally responsible for the increasing trends for this program since 1951 has been the reinterpretation of the portion of the law which states that the recipient must be in need of constant and continuous care. Prior to 1951, this section was interpreted to mean that some person must attend a recipient a major portion of the time. However, as the law was reinterpreted the meaning of constant and continuous care was changed to mean regular care.

The present program is very limited and undoubtedly a majority of those persons who can qualify for this aid under existing rigid requirements have already come on assistance. Many of these recipients live in nursing homes, hos-

pitals and medical institutions where rapid increases in rates charged by these facilities are reflected in higher assistance grants. Increased old age and survivors benefits will probably have very little effect in reducing costs under this program since past studies have shown that very few recipients of this form of aid are also receiving benefits.

Aid to the Blind

The number of recipients of aid to the blind has been declining quite steadily since the summer of 1950, and in June 1954 the caseload was down to 1,180 or 44.5 per cent. From the peak load of 2,125 cases reached in June 1936, grants of aid to the blind declined quite regularly during the biennium although the constantly increasing cost of medical care tended to overcome part of the effect of decreasing caseloads in reducing program costs. During the current biennium payments to vendors of medical services for recipients of aid to the blind amounted to \$197,403. This was 23.0 per cent higher than the \$160,537 expended for such services in the previous biennium.

The decline in the number of recipients of aid to the blind may be attributed to several factors including the rehabilitation activities of the services to the blind unit of the Division of Public Assistance, some employer enlightenment with respect to the hiring of blind and otherwise handicapped persons, and the large number of aged persons receiving aid to the blind resulting in a relatively high death rate among recipients.

The caseload in Aid to the Blind is expected to remain relatively stable but average grants will continue to rise due to increasing costs of hospitalization and other medical services. Increased old age and survivors benefits will probably have little effect on the program since past studies have indicated only a negligible incidence of cases receiving benefits and aid to the blind.

General Relief

The granting of general relief is basically a responsibility of county and local governments and major financing of the program is by these units of government. State participation is confined to relief granted to needy Indians, state reimbursement for relief to state dependents and grants-in-aid to financially distressed localities and counties. The general relief program operates to provide assistance to handicapped people who are ineligible for other types of public aid and to the unemployed.

The sharp increase in unemployment during the winter of 1953-54 caused a rise in general relief trends. The number of general relief cases rose from a low of 5,226 in August 1953 to a high of 9,496 in March 1954. The caseload began tapering off slowly in April 1954 as employment became more available. Grants of general relief increased during the biennium from a low of \$343,750 in August to a high of \$777,774 in March 1954.

State Dependents

These are general relief recipients who have resided continuously in Wisconsin for less than one year and who have not established a legal settlement.

The total amount paid to counties during the period July 1, 1950 to June 30, 1952, on claims for relief granted to state dependents amounted to \$232,185. During the fiscal year July 1, 1952 to June 30, 1953, claims in the amount of \$121,471 were approved for reimbursement.

Since the appropriation for 1953-54 is limited to \$75,000 and the amount

claimed by the counties exceeded this amount, the total appropriation of \$75,000 was pro-rated among the counties in the ratio of the amount of their claims. Thus, the total amount paid to counties for the biennium ending June 30, 1954 amounted to \$196,471.

Student Loans

The past several years have seen a gradual but definite decrease in the amount of funds available for loans in the Student Loan Fund and a corresponding increase in the total amount of outstanding promissory notes receivable. On June 30, 1952, there were \$154,790 available for loans and \$68,194 in notes receivable. On June 30, 1954 there were \$91,823 and \$131,003 respectively.

This trend indicates a somewhat tighter economy with less money available and a resulting increase in the number of requests for loans from needy students. The balance in the fund is the lowest that it has been since 1940.

Table 10
Student Loan Activity
Bienniums 1950-52 and 1952-54

	Number of Loans	Amount Disbursed	Receipts		Bad Debts	Interest C'v'ted to Principal
			Principal	Interest		
1950-51	49	\$ 6,946.00	\$17,130.79	\$2,371.93	\$4,545.04	\$459.87
1951-52	122	20,026.50	11,529.92	1,911.69	1,306.61	141.17
Totals	171	26,972.50	28,660.71	4,283.62	5,851.65	601.04
1952-53	209	41,510.50	10,592.65	1,487.44	2,623.14	225.18
1953-54	251	50,781.50	15,807.70	1,436.65	965.25	280.70
Totals	460	92,292.00	26,400.35	2,924.09	3,588.39	505.88

In 1950 there were 326 student loan accounts in the hands of the Attorney General for collection. This number has been reduced gradually during the past four years so that as of June 30, 1954 there were 97 accounts being handled by that office. Practically all accounts are active at present and there is no indication of any great number of accounts being referred to the Attorney General for collection in the near future.

Finances

Expenditures of the Division of Public Assistance are compared for the last two bienniums in Table 11. Excluded from this table are costs of Services to the Blind which is also administered by the Division (see page 61).

Most of the \$8,080,000 increase over the previous biennium was expended in the form of state and federal reimbursement to counties for increased assistance payments to needy individuals and families. The Division handles the disbursement of both federal and state funds.

Offsetting these large public assistance expenditures somewhat are collections which are made from property liens and estates of deceased old age assistance recipients. The law requires that such collections be made up to the amount of aid granted individual recipients. During the 1952-54 biennium a total of \$3,284,360 was collected as compared with \$2,967,926 in the previous biennium. Monies so collected are divided between the federal, state and county governments according to their respective financial contributions to the aid

granted. Of the total collected during the 1952-54 biennium \$1,640,451 was returned to the federal government, \$1,021,862 returned to the state and \$622,047 retained by the counties.

PROGRESS REPORT

Uniform Administrative Structure of County Operating Agencies

Since January 1, 1954 the administration of the four social security aid programs has been the same in all Wisconsin counties except three. (Two judge-administered county agencies are exempt and Milwaukee County is governed by special statutory provisions.) Legislation enacted in 1953 specified the structure, program and function of the county operating agency. It is an executive type of organization with a policy-making advisory welfare board. The law also permits inclusion of all county welfare services in a single agency.

Table 11
Expenditures of the Division of Public Assistance
from State and Federal Funds
Bienniums 1950-52 and 1952-54

Source and Use of Funds	1950-52	1952-54	Change
TOTAL	\$76,111,721	\$84,192,000	+ \$8,080,279
State Funds	31,851,018	35,938,220	+ 4,087,202
State administration	214,120	288,700	+ 74,580
County administration	1,254,160	1,517,166	+ 263,006
Assistance programs	30,382,738	34,132,354	+ 3,749,616
Old age assistance	20,495,058	23,712,578	+ 3,217,520
Aid to dependent children	8,278,483	8,486,327	+ 207,844
Aid to the blind	591,736	649,212	+ 57,476
Aid to the disabled	597,447	799,923	+ 202,476
General relief	420,014	484,314	+ 64,300
Federal Funds	44,260,703	48,253,780	+ 3,993,077
State administration	530,520	598,580	+ 68,060
County administration	2,021,732	2,450,703	+ 428,971
Assistance programs	41,708,451	45,204,497	+ 3,496,046
Old age assistance	31,423,343	33,476,752	+ 2,053,409
Aid to dependent children	8,925,786	10,000,575	+ 1,074,789
Aid to the blind	883,426	915,240	+ 31,814
Aid to the disabled	475,896	811,930	+ 336,034

Clarification of Authority and Responsibility of County and State

With the establishment of a uniform pattern of administrative structure for county operating agencies, it became increasingly necessary to clarify the areas of state and county responsibility in the administration of the social security aids. The responsibility of the Division is primarily supervisory and standard-setting. The county agencies have operational responsibility and policy-setting authority within the broad statutory and rule requirements established by law and administrative action. These areas of responsibility are set forth in a Handbook prepared by the Division for members of the newly established

boards. This material has been widely discussed and interpreted by state staff to appropriate local officials. As a result, a closer working relationship with county welfare boards has developed as well as a better understanding of administrative authority and responsibility.

State-wide Standards of Assistance

In order to insure equitable treatment of assistance recipients throughout the state, the Division has established uniform standards for determining individual maintenance needs and set forth policies governing special items of need. It is apparent from studies made that the degree of need being met through social security aids is provided on a more equitable basis since the establishment of uniform standards.

Clarification of Resource Provisions of Old Age Assistance

As a result of recommendations made by a special legislative committee studying problems of the aged, many of which were enacted into law, the Division has established an income exemption schedule and other implementing procedures to apply and enforce more uniformly relatives' responsibility to support. The legislative enactments relating to real and personal property holdings of old age assistance recipients have also promoted more equitable treatment of people throughout the state.

Utilization of Community Resources through Effective Working Relationships with Other Agencies

Public assistance is considered a program which is brought into use when family resources, insurance or other benefit programs are non-existent or inadequate. It is essential, therefore, that public assistance staffs have knowledge of, and effective working relationships with, these other resource programs. Concerted efforts have been made with discernable results to secure parental support when lacking. This has been accomplished by working with law enforcement officials both within the state and outside the state through the Inter-state Support Act. Effective working relationships have also developed in securing resources through the federal old age and survivors insurance program.

Better Institutional and Congregate Care Facilities

With the enactment of the federal law providing that assistance cannot be paid to persons living in unlicensed institutions and nursing homes, the Division has worked closely with the Board of Health toward improving congregate care facilities for the aged and disabled, particularly. As a result, the level of care being provided aid recipients living in these institutions and homes was improved.

As a result of the recommendation of the Legislative Committee on the Aged, the Division employed a consultant on institutional programming who works with county homes in stimulating interest in recreational programs for residents. The Division also publishes a bi-monthly magazine entitled "Oldster" which provides a channel for exchange of ideas and experience in methods of making county homes happier and more pleasant places to live.

Eligibility Determination

The Division enlarged its staff by creating an administrative review unit whose function it is to evaluate county agency performance. This involves

measuring the degree of compliance with state and federal laws and appraising the quality of service being given aid recipients. This is admittedly a tool of supervision but also serves as a method of self-appraisal of the quality of supervision being given the county operating agencies. In addition, the Federal Department of Health, Education and Welfare conducted a state-wide eligibility study in cooperation with the state. Eligibility was found to exist in at least 99.6 per cent of the cases receiving assistance.

Emphasis on Rehabilitation

County operating agencies have been given consultation service from the Division's medical services unit, which emphasizes physical and vocational rehabilitation. A plan of referral and case-planning was established between the Division of Public Assistance and the State Division of Vocational Rehabilitation. Joint-planning meetings have been held resulting in careful follow-up efforts, focused on individual cases.

Improved Personnel Standards and Compensation Scale

Recognizing the need for well qualified personnel in the county operating agencies, the Division revised its recruitment standards by requiring higher qualifications of education and experience. Consistent with this action was the revision upward of salary schedules more in line with current price levels and the higher qualifications required.

Improved Supervision and Staff Training

In an effort to improve skills of the county workers, the Division developed a Handbook for Supervisors of Caseworkers. Through use of field staff and consultants, it has also acquainted county directors and supervisors with more effective methods for training workers in the job of providing assistance and service to aid recipients.

Simplification of Administrative Methods

The Division and forty county agencies have experimented with a plan of form recording which is believed to be a simpler, more orderly way of documenting eligibility and that can, at the same time, be used as a written record of services provided. Committees comprised of state and county staffs have also worked co-operatively toward improving administrative procedures.

Medical Services Unit

In accordance with the recommendation of the Legislative Committee on the Aged, the Division established a medical services unit, which gives continuing study to the development of a state-wide medical care plan for public assistance recipients. Special studies of nursing homes and public medical institutions have also been made.

Inter-divisional Relations

The Division of Public Assistance and the Division for Children and Youth, through a joint-committee, gave attention to development of procedures relating to the administration of aid to dependent children in foster homes. Four administrative reviews of county welfare departments were conducted by staff from both Divisions.

The Director of the Division of Mental Hygiene has acted as a consultant on questions pertaining to the mental disability of applicants for aid and has given helpful suggestions to county welfare staffs.

Relationships with the Division of Corrections have primarily involved joint-planning for children from the Boys and Girls Schools.

PROGRAM NEEDS

The goal of the state supervisory agency is to achieve in greater measure the objectives of public assistance administration as set forth earlier in this report. It is believed that further progress is indicated in some of the following aspects:

1. A simplified formula for state and county financing of the social security aid programs. Because of increasing complexities in the accounting of funds, it would be appropriate to consider a revision of the formulae for state financial participation in all four assistance categories. An attempt might be made to establish a single formula thereby reducing clerical and accounting work appreciably as well as permitting readier understanding of the basis of the state's sharing of assistance costs.
2. Establish on a recommended basis, county agency staff and caseload standards to promote more uniform workloads with quality control. Such a move seems desirable in view of the relatively large federal and state participation in county welfare administration costs.
3. Clarification of property eligibility requirements in the aid to disabled and aid to dependent children programs.
4. Consideration of the coverage of the aid to disabled program in relation to general relief. If it is determined to be public policy, and monies are made available, the definition of disability could be liberalized to include some of the cases now receiving general relief entirely at local expense.
5. Continued development of a state-wide medical plan for public assistance recipients.
6. Simplification of procedures for determining individual recipients' needs without sacrificing the principles of adequacy and equity to all recipients.
7. Continued efforts toward simplification of administrative practices and methods generally without losing sight of the welfare-focused objectives of the programs.
8. More assistance to county agency staffs in improving their skills toward giving better service to people.
9. Continued study of ways in which to further coordinate and integrate welfare services so as to eliminate gaps and overlaps.

SERVICES TO THE BLIND

The objective of Services to the Blind is to assist the blind people of Wisconsin to meet the demands of daily living, particularly in the areas of personal adjustment and remunerative employment. These services, which are administered by the Division of Public Assistance, are grouped into five operational units; (1) social services, (2) rehabilitation, (3) business enterprises, (4) Wisconsin Workshop for the Blind and (5) homework.

The functions of these units are so arranged within the agency as to constitute a logical development of so-called "rehabilitation process." The social services unit processes new cases, serving their initial needs in the home environment, and initiates a subsequent referral to the rehabilitation unit if employment appears feasible. The rehabilitation unit in turn initiates a referral to business enterprises, the Workshop or homework, if indicated; or may retain responsibility for action if preparation for placement in industry, professions or rural occupations is called for.

Social Services

This unit may be called the "gateway" to services offered by the agency. It is responsible for initial case finding and processing; orientation and travel training; home instruction in Braille, typewriting, crafts, domestic occupations; and distribution of talking book machines and white canes. In short, the field personnel of this unit works towards the adjustment of the blind person in and about his home and on his first venture afield.

Blind Population. The registered blind population of the state showed no significant change in numbers during the biennium. On July 1, 1952, the register contained the names of 4,151 persons, while on June 30, 1954, there were 4,050 persons registered. Improvements in case-finding methods were offset in part by a vacancy in the Green Bay district during the period November 1, 1953 to June 30, 1954.

Home Service. The number of persons served declined during the period due primarily to the vacancy in the Green Bay district and the absence on sick leave of the counselor in the Ashland district for a period of one month. Examinations were held and a counselor selected in June to report for duty in the Green Bay district on July 1, 1954.

Talking Book Machines. At the beginning of the period, Wisconsin was in a very favorable position in regard to its stock of talking book machines with 262 available for distribution. A substantial number was provided by the Library of Congress for storage and then assigned to the state for distribution. There were 405 machines available for distribution on July 1, 1953. The balance became less favorable with 124 machines on hand at the end of the period. Inquiries indicate that other states had exhausted their supplies by June 30 and that Wisconsin was still in a more favorable position than most states. Due to lack of replacement machines and to increasing demand for service, the supply of machines available for distribution is expected to shrink to a critical point before replacements can be expected.

White Canes. Services to the Blind cooperated with the Central Lions Club of Milwaukee by distributing white canes to blind persons throughout the state. The canes were purchased by the Central Lions Club and distributed to the blind at the rate of approximately 32 per month.

Vocational Rehabilitation

The objective of this unit is the minimizing of the individual's employment handicap due to loss of sight. This is attempted through the provision of physical restoration and training services and occupational tools and equipment with a view to job placement in industrial, professional, commercial and rural occupations or in self employment.

Throughout the biennium, industrial placement for the blind was marked by increasing need for concentrated and skillful effort on the part of placement personnel and better preparation of blind clients, particularly in the areas of adjustment to the disability and prevocational training. This is attributable in part to the fact that recent years have seen the placing in employment of the more capable blind, leaving the agency to contend with a relatively high incidence of other serious physical disabilities in addition to blindness such as severe diabetes, deafness and mental retardation. Concurrently, employers became more selective in a more favorable labor market. A greater diversity of aptitudes was demanded as employers faced the need for periodic transfer of workers from operation to operation or to different machines. Toward the end of the period, the age factor assumed greater significance with employers requesting and sometimes demanding workers within the age bracket 20 to 40 years.

During the biennium a total of 147 blind persons was placed in remunerative occupations. The problems encountered in industrial placement brought about greater emphasis upon self employment and resulted in a relatively higher proportion of placements in vending stands, automobile mechanics, piano tuning, selling and upholstering.

Business Enterprises

The responsibilities of this unit are the location, installation and administration of business enterprises (principally vending stands) operated by the blind.

During the biennium, total gross sales to the public reached a figure of \$441,923 as contrasted with a total of \$294,400 for the preceding biennium. This represents an increase of better than 50 per cent, and is attributable in part to an increase in the number of stands (from 18 in 11 cities to 22 in 14 cities). Primarily, however, the substantially greater volume of sales is due to the agency's increasing emphasis on the establishment of enterprises concerned with the preparation, serving or distribution of food stuff. The margin of profit in the candy, cigar and magazine type stands is declining by reason of the steady increase in wholesale costs which cannot be passed on to the ultimate consumer. The agency has also found very suitable for the blind the trailer-type popcorn stand, not only because of its mobility, but because of the relatively high margin of profit in that commodity.

Among the new stands established during the biennium, there were three notable "firsts" — a hospital coffee shop (St. Luke's at Racine), a grocery store (the "Superette" in Milwaukee), and a hotel lobby stand (the Appleton Hotel). Altogether, new stands were established in Appleton, Janesville, Menasha, Mil-

waukee, New London and Racine. Two marginal stands were closed because of deterioration of business.

With regard to the future, a location will be opened at the National Exchange Bank in Fond du Lac and there are prospects in the same city for a location in a new City-County Building, and in Wausau in the new courthouse. Plans for the establishment of a Sandwich Packing business in Milwaukee are also nearing completion.

Homework

This unit is responsible for providing, wherever possible, remunerative occupation to the blind persons in their homes. The weaving of cotton rugs is the staple of this program. The agency purchases the necessary raw materials in wholesale lots, sells to weavers at slightly over cost, and purchases from them the finished product. The difference between the cost to the weaver and the price he receives constitutes his profit.

During the biennium the number of active homeworkers varied from 8 to 15, with a total of 20 persons participating in the program. Total income to homeworkers for this period approximated \$20,000.

Table 12
Expenditures of Services to the Blind
from State and Federal Funds
Bienniums 1950-52 to 1952-54

Source and Use of Funds	1950-52	1952-54	Change
TOTAL	<u>\$773,301</u>	<u>\$825,294</u>	<u>+ \$51,993</u>
State Funds	<u>710,737</u>	<u>710,789</u>	<u>+ 52</u>
Administration	129,607	129,115	—492
Field services	48,195	59,677	+ 11,482
Vocational rehabilitation	41,020	23,404	—17,616
Workshop, vending stands and homework	491,915	498,593	+ 6,678
Federal Funds for Vocational Rehabilitation	<u>62,564</u>	<u>114,505</u>	<u>+ 51,941</u>

Workshop for the Blind

The Workshop provides employment to blind persons, many of them marginal workers, through the manufacture of cocoa mats and sewing items, and sub-contracts in various forms. For the biennium, Workshop sales of finished goods approximated \$279,947, while for the same period wages to blind workers approximated \$115,317. During the most recent fiscal year, 1953-54, the Workshop provided employment to a total of 87 blind, 42 of whom were classified as steady employees. They earned an average of 79 cents an hour.

The blind workers employed by the Workshop now enjoy many of the benefits available to sighted workers in industry, including workmen's compensation, unemployment compensation and paid holidays and vacations.

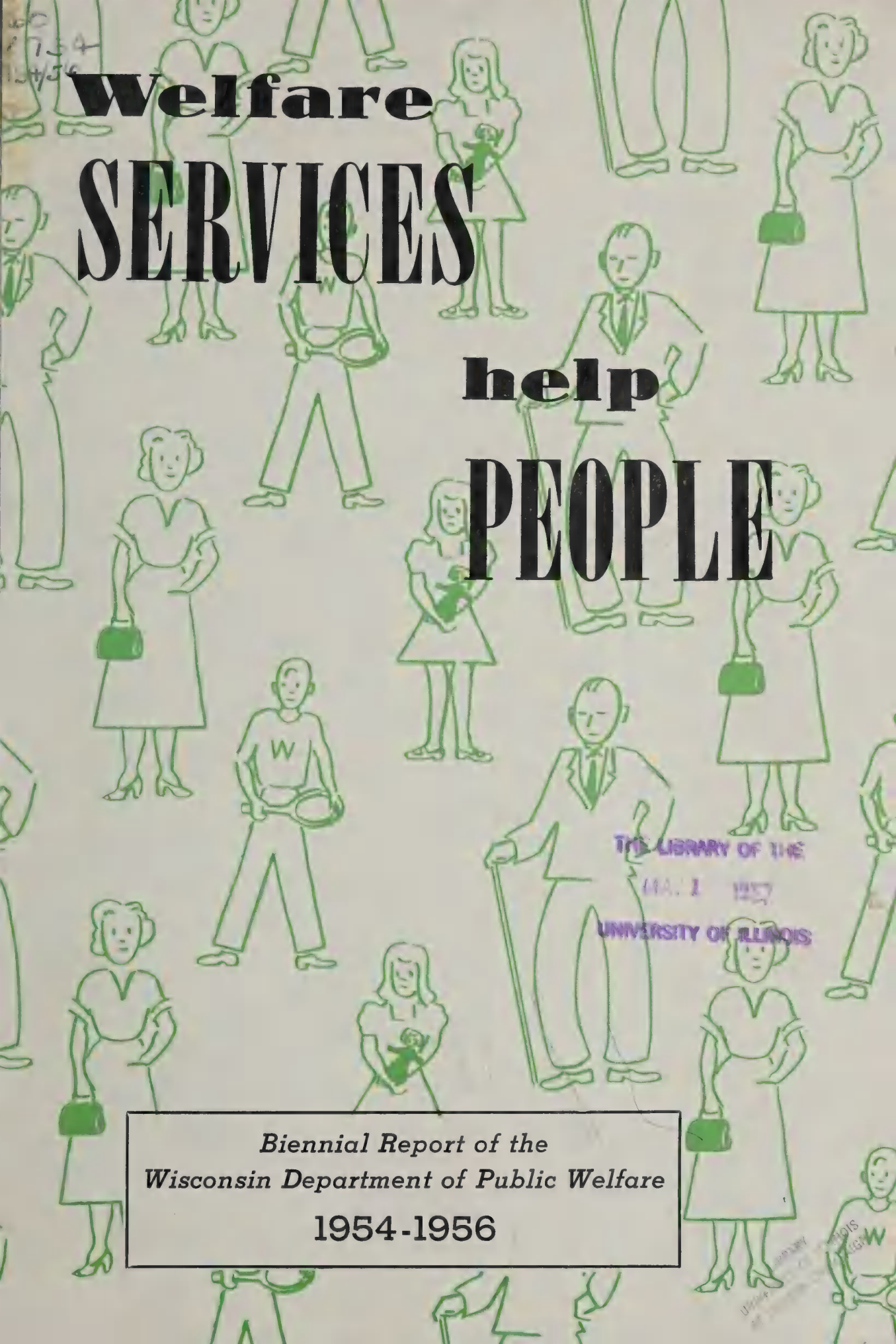
Ninety per cent of the Workshop's production consists of cocoa mats. Efforts are under way, however, to diversify production in order to stabilize its

economic foundation and to provide employment for more marginal blind workers. Also, a strong subcontracting program is in process of development.

Finances

Expenditures of Services to the Blind are compared for the last two bienniums in Table 12. The \$52,000 increase over the 1950-52 biennium was offset by a similar increase in federal funds used for vocational rehabilitation. Total expenditures are also offset by revenues from the Workshop, vending stand and homework activities which amounted to \$487,476 in 1950-52 and \$535,569 in 1952-54.

THIS REPORT is a product of the trades training program which is being carried on at the Wisconsin State Prison at Waupun as part of the rehabilitative work of the institution. Composition and presswork are the handiwork of inmates, virtually all of them without previous experience in the printing trades.



Welfare
SERVICES

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*Biennial Report of the
Wisconsin Department of Public Welfare
1954-1956*

STATE OF WISCONSIN

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The State of Wisconsin
STATE DEPARTMENT OF PUBLIC WELFARE

MADISON (2)

December 1, 1956

IN REPLY PLEASE REFER TO

The Honorable Walter J. Kohler
Governor of Wisconsin
State Capitol
Madison, Wisconsin

Sir:

Wisconsin law requires that on or before December 1 of each even-numbered year the State Department of Public Welfare report to the Governor its activities during the preceding biennial fiscal term. It is my honor and my pleasure to transmit to you at this time an accounting of the Department's stewardship during the biennium ending June 30, 1956.

The organization of this report is such that the various programs of the Department have been highlighted in terms of the people who benefit from its services, hence the title, "Welfare Services Help People". In an effort to sharpen the focus of attention upon the groups of people who receive the many welfare services, each chapter in this report has been written in a distinctive style gauged to delineate it from the others.

I am aware that this report is being submitted very close to the end of your third term as Governor. It would, indeed, be a gross oversight did this record not include an acknowledgment of the very evident and very effective interest in and support of Wisconsin's welfare program that you have consistently shown. Your strong support has been a bulwark of strength to this Department during these years.

On behalf of the State Board of Public Welfare, my associates on the staff, and myself, I want to acknowledge and record our appreciation and our confirmed view that Wisconsin's welfare program in no small measure owes its continued upward momentum to you.

Respectfully,

Wilbur J. Schmidt
Wilbur J. Schmidt, Director
STATE DEPARTMENT OF PUBLIC WELFARE

THE CHALLENGE OF OPPORTUNITY

Many Wisconsin citizens can remember grandparents who lived in Wisconsin when it changed from a territory to a state. In those days a little over one hundred years ago there were far fewer people — we have increased nearly 1100 percent. There were no large cities. Fewer laws and ordinances were necessary on a sparsely settled frontier than in a densely settled industrial state. Modern living offers many new gadgets and a whole category of new opportunities, including those to get into trouble. In grandfather's youth there were no concrete sidewalks to loiter on, no fireplugs to block by illegal parking, no telephones to swear over, no automobiles to steal or to race through a speed zone. Living together as a large heterogeneous populace has created social maladjustments as well as bases for the improvement and increased satisfaction of social experiences.

In this biennial report the State Department of Public Welfare reviews present opportunities which a generous state has made available to people needing welfare services and to the staff employed in administering them. Also pointed up are potential opportunities which offer some promise of realization through additional program extension, improved services, modern specialized institutions, adequate staff in numbers and qualifications.

The range of present opportunities is wide — aid to dependent children for the needy mother and her unborn child; counselling, guidance, and aid for an unmarried young mother; care and protection and ultimate placement in a carefully chosen adoptive home for a homeless child; protective standards for institutions for the young, the ill, and the aged; educational facilities for juvenile and adult offenders in institutions and for dependent or mentally deficient children; trade and vocational training for offenders willing to make a new start; loans for college students; vocational training for the visually handicapped; adequate medical and hospital care for the aged, the disabled, and the acutely ill; and probation and parole supervision for the adult and the

juvenile offender to assist him in achieving a self-respecting and productive social status. The opportunity for patients to achieve recovery has been improved by modern new hospital buildings at Mendota, Winnebago, and Central State Hospitals. A new auxiliary service oriented to youth has been provided at the Wisconsin Diagnostic Center. A new school building is under construction at the Southern Colony and Training School. A new vocational school has been built at the Reformatory. Six million dollars has been provided for an entirely modern and new School for Boys and over seven million dollars for a new medically and research oriented colony and training school for mentally deficient patients. New buildings and up-to-date equipment offer a challenging opportunity for staffs, patients, and inmates; witness the new power plants at Mendota State Hospital and the Reformatory, new forestry camps at Gordon and Flambeau, new food service buildings at Mendota State Hospital and Northern Colony, new shower facilities at the Prison.

Even though there have been generous appropriations for new buildings and augmented staffs, there still arise new demands, new needs. An on-going program of care and treatment is affected by discoveries of new methods and new treatments. New inventions are not limited to industry or commerce. An example is the rapid spread in the use of tranquilizing drugs in the treatment of mental illness — so rapid in fact that in the Department's presentation of the biennial budget two years ago provision for their use was made on such a limited basis that requests for special grants of funds have been submitted to and granted by the State Emergency Board on two occasions. The field of opportunities or unmet needs is expansive and kaleidoscopic. It ranges from extension of services to communities to prevent family break-up, dependence on public aid, and delinquency to research into causes and improved methods of treating juvenile delinquency, mental deficiency, mental illness, and alcoholism. It comprehends new facilities for emotionally disturbed children, for prison inmates working on farms and in forestry

camps, and replacement of obsolete buildings for patients in mental hospitals and colonies. It includes personnel increases to staff child welfare programs, mental hygiene clinics, consultative services for county institutions for the aged and ill, and full cooperation with voluntary organizations and institutions.

Public welfare's greatest opportunity is effective prevention. The range of preventive activity is from elimination of the cause of illness to establishing non-institutional treatment facilities that prevent the need for institutional care. Social medicines are needed for sick personalities, families, and communities that will eliminate mental illness and deficiency, delinquency, and crime, just as effectively as yellow fever, paresis, and polio have been controlled and reduced. Deeper understanding of causes and better techniques of treatment can contribute to lasting cures for social as well as physical illness. Prevention and treatment, intimately related elements in public welfare's responsibility, continue to call for better than the best yet attained.

The purpose of this report will be fulfilled if it achieves its aim — a factual, concise report to the people of Wisconsin of how the Department has conducted its stewardship. If it demonstrates effective performance of the statutory mandate to coordinate and integrate a social welfare program; if it shows economic utilization of resources in the form of buildings, equipment, personnel, and money in the performance of its responsibilities; this accounting to the Governor, to the Legislature, and to the people of Wisconsin will have achieved its purpose.

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THE AGED

Number of aged and problems

Approximately ten per cent of Wisconsin's population are over 65 years of age. Although the last half century has been one of rapid socioeconomic changes with great improvement in the standard of living generally, the changes have created many problems for older people.

The significant shift in age composition of the population has contributed to these problems as has the mobility of population which frequently separates parents and their children. Older people fitted into a predominately rural economy with comparative ease. Houses were large and roomy, and there were jobs for all around the farm — both indoors and outdoors. In an urban and increasingly industrialized nation it is harder for older people to maintain an acceptable and suitable place in family and community life.



Planning services

Because of the appreciable number of aged persons (approximately 360,000 in Wisconsin) there has been a tendency to consider them as a special group with a special set of needs and problems. Actually, all aged are not alike; they should not be lumped together but rather considered as a cross-section of people to be treated as separate individuals with individual needs. In planning services for the aged, desirable goals are to retain and reinstate the personal and social values of older people and to meet their social welfare needs. Community services for older people should be available to all who need them and should not be restricted to the economically insecure or to people of a fixed

age. Objectives in planning services include not only improved protection against economic insecurity but additional measures to assure opportunities for health, for suitable living arrangements, for participation in religious, educational, recreational, and civic activities, and for other essential services.

Economic security

The basic pattern for supplying economic security for older people has been established in this country, although much remains to be done. Because of individual savings, family resources, industrial and other private pensions, and the Old Age and Survivors Insurance (OASI) program, the majority of older persons do not find it necessary to seek financial help. Only about 12 percent of the people over 65 years of age are receiving a grant of Old Age Assistance (OAA) in Wisconsin. There are approximately 175,000 persons receiving OASI and 41,400 receiving OAA, with about 9,800 persons receiving both.

Old Age Assistance

During the two years ending June 30, 1956, a total of \$65,329, 744 was paid to recipients or as vendor payments for medical care and burial under the OAA program.

Wisconsin's program of OAA is a relatively liberal one with a maximum of \$75 per month plus necessary medical care. (The present limit to which the federal government participates financially is \$55.) Wisconsin's average grant in relation to other states is consistently in the upper one-third of the states and territories.

The OAA caseload decreased from 45,788 in July 1954 to 41,400 in June 1956. This program is increasingly becoming a medical program supplementing limited personal income and OASI payments. In October 1947 medical care constituted 13 percent of the total cost; in May 1950 it had increased to 18 percent, and by October 1954 medical costs represented 29 percent of the total expenditures for OAA. The growth in the aged population

is being accompanied by an increase in the number of those who need hospitalization, nursing home care, or institutional care. Since this type of care is expensive a growing proportion of the caseload receives the maximum grant of assistance with a consequent increase in the average grant. It is estimated that at least \$825,000 per month was being paid for medical care for OAA recipients in June 1956. The major portion of this was for care in nursing homes and hospitals with a relatively small percentage of the total being paid for physicians' services. Increases in some basic cost of living items such as rent, utilities, fuel, etc., also exert pressure toward increasing assistance costs. The trend toward lower caseloads and higher average costs will continue into the next biennium.

Living arrangements of OAA recipients

Living arrangements are of vital importance because of the personal, financial, and community implications. In June 1956 the 41,400 persons receiving OAA were living under the following arrangements:

In own home alone	9,500
In home with spouse only	8,000
In own home with spouse and others	1,500
In own home without spouse	3,500
In home of son or daughter	8,000
Other home, hotel, or boarding home	5,900
Nursing home, hospital, or private institution	3,200
County home or public institution	1,800

From the above it is observed that the majority of the financially dependent aged are living in their own homes — alone or with others. From a financial point of view this is the most economical plan of providing economic security. From a social and emotional point of view it is the soundest. Living in familiar family surroundings and keeping as much independent functioning as possible is preventive in the sense that the “aging process”

is slowed down. The individual and society both benefit from the the self-care and participation in community affairs.

Public welfare's responsibility for services

Public welfare is beginning to take a renewed look at services for the aged in relation to experience in family casework with children and adults. Public welfare's increased responsibility for services in addition to financial aid can revive the interest, imagination, and positive approach so badly needed. Many of the same principles that have been tested in family casework are beginning to have meaning in work with older age groups: (1) family living as a first plan, (2) selectivity in sheltered care facilities, (3) prevention of dependency in old age, and (4) institutional care as a last resort. Activity, as a primary human need expressed physically, mentally, and emotionally, is basic to the older as well as to the younger person and is fundamental in preserving his personality.

Experience has made it abundantly clear that "walling up" all frail old people in institutions is economic and social folly, that a more discriminating use of sheltered care is necessary. Workers in the welfare field believe strongly in the values of family life and feel that whenever possible care for the aged should be made available in that type of setting. Currently, considerable experimentation is going forward to provide substitute family care through foster homes. Generally, these people would be participating members of the family. Visiting nurse services might be brought into the home or medical care might be obtained outside the home setting. This group of aged usually participates in (and contributes to) community recreational activities, religious life, and sometimes are employed part-time.

Planning for total community needs

Varied living and care facilities must be developed to meet all types of needs in Wisconsin communities: low cost housing,



Recreation through fellowship

with the demands for them. Nursing homes in this state are licensed by the State Board of Health, and generally a close working relationship exists between the nursing home operators and the county welfare departments through which Old Age Assistance is administered. The development of facilities is uneven as among the various communities in counties around the state. In general the quality of care available is of a higher standard since the licensing law of 1951.

It is possible under Wisconsin's Old Age Assistance law to pay for care in county homes — if the person is not under commitment and is otherwise eligible. There is no federal participation in this type of arrangement, so the cost is shared by the state and county. However, in the 20 county homes which have been approved as public medical institutions, OAA is being paid to persons in "patient status" with federal as well as state financial participation.

The State Board of Public Welfare has been given statutory authority to establish standards for the "care, treatment, health, safety, welfare and comfort of patients in county institutions and in the Grand Army Home for Veterans at

nursing home facilities, infirmity type care, and others

Because family living is not possible (or appropriate) for all aged, it is important that public, sectarian, and commercial facilities of high quality be developed commensurate



Hobbies in action

King . . .” These standards, developed and recommended by a statutory committee, have been in force since 1952.

The Department has statutory authority to fix “reasonable standards and regulations for the design, construction, repair and maintenance of county homes, county infirmaries, county hospitals . . . with respect to their adequacy and fitness for the needs which they are to serve.”

As important as structure is, it is the program offered in the institutions that “puts life in living.” Responsive to the Legislature’s directive, the Department has an Activities Consultant on its staff to advise with county home superintendents regarding recreation and other program activities. As of June 30, 1956, 30 of the 36 county homes had availed themselves of this consultation. Fifteen had definite programs, 9 more had programs in the process of development, and these 24 homes were offering organized activities to enrich the lives of some 2,500 residents. Many have active, effective volunteer programs.

Health care

Wisconsin has long had a tradition of providing necessary medical care to its indigent aged. The importance, incidence, and cost of medical care for the aged group have been mentioned previously. During the biennium a study of medical costs was made to serve as a factual basis on which to do medical care program planning. This was one of the recommendations made to the Department by the Legislature through the Legislative Council Committee on Problems of the Aged. After the cost study, a plan of uniform procedures was developed within which county welfare departments and medical societies would agree upon a plan of authorizing, paying, and



New friends — New outlooks

providing medical care. Agreements were submitted county by county, and some plan was under way in all counties.

As in all age groups of the citizenry, there are some aged who are borderline psychotic and need to have understanding and appropriate care. The "total community" is beginning to accept responsibility for dealing with the problem of senility. The practice of putting the mentally ill "out of sight in institutions" is becoming outmoded. Welfare staffs have begun to bring back to the community borderline cases which no longer belong in county hospitals. Professional staffs — county, state and federal — need to accelerate their efforts in interpretation of modern methods of prevention and treatment of the mentally ill and infirm.

Preventive approach

Because the impact of aging on our total social and economic structure is so great and pervasive today, there must be continued clarification and implementation of ways to prevent dependency in old age. This means that public welfare's program must be related to the total community because analysis shows that aged dependents come from all parts of the community. This is the most impelling reason why public assistance agencies are expanding their programs to reach people other than those actually receiving financial assistance.

To do the job public welfare and voluntary agencies cannot limit their concern to those who are officially aged, that is 65 and over. Attention must be given down the age scale — across the generations — to that variable point at which the problems of aging originate. The role of the Department is essentially one of providing inspiration, interpretation, and information.

It would seem that in a sense, the trends found in public welfare for the aging are rewards for past accomplishments. As other areas of social distress are ameliorated and the life span increases, it seems logical to move on toward the enrichment of maturity, firm in the belief that there are still untapped potentialities of constructive living for all of our citizens, foremost among whom are the aged.

THE BLIND

Blindness may be due to any of many causes, and when it occurs its effects are morale shattering and tragic. It is estimated that within the state there are at least 4,500 children and adults who are blind according to the definition included in Wisconsin law. The



Department, among its other legal functions, has the responsibility for providing financial, rehabilitative, and social services for the blind requiring such services.

Case history

Eddie had made his living driving a cab. He had no more than normal worries about supporting his young family of five. But one morning he awoke to a world of persistent haze and stabbing pain in his eyes. His eye doctor told him he was a victim of glaucoma. Like a bad dream, there followed months of intensive treatment and emergency surgery. Medical science did its best but finally he had to face the facts. Eddie had no job, his savings were exhausted, and he was totally and permanently blind. It was no consolation to be told that just such a thing could happen to anyone.

Then a lot of things began to happen — good things that Eddie himself through his taxes had helped pay for before but which he never knew existed. Through public assistance his family was provided with funds to meet the basic costs of living. He was referred to the Department. Its representative who began to visit him quite frequently was himself blind. It was not easy at first, but they talked hard facts about the problems which had to be faced by others like Eddie. Soon he was being taught many

things which made him increasingly less dependent on others. He learned to type and could write letters faster than before. He learned Braille so that he could read. He learned to travel alone about his neighborhood with a white cane. He began to read more books than he ever had before because he found it more pleasurable to listen to a Talking Book than it had been to read a print book.

All this was a good start, but Eddie wanted somehow to earn a living again, so he talked it over with the people at the State agency serving the blind who had been helping him. He found to his surprise that except for the secretaries most of these people were blind themselves. One of them took him into the Workshop and showed him a machine which he thought he could learn to run. He could, and he worked there for a month. He realized vaguely, too, that the agency was doing many things during this period to learn his abilities, disabilities, aptitudes, and interests.



Earning a living using newly-acquired skills

Then he entered a Trades School where he took a special intensive course in the operation of machine tools. All training expenses were paid for him, and his family's needs were met through public assistance during the training period. A week after completing the course he was offered and accepted a good job as a punch-press operator with a manufacturing concern.

Today, a year after he lost his sight, Eddie supports his family independently on good wages. He is equally independent in his traveling, reading, and writing. For hobbies and interest he bowls in the Blind Bowling League, swims with a group at the Y.M.C.A., and has developed new friends all over the country through corresponding with them by tape recordings. His interests and activities, while radically changed, rival those of any normally-sighted person.

Scope of services other than financial

All of the services Eddie and his family received were provided through tax funds. During the period July 1, 1954 - June 30, 1956, representatives of the Department made 7,912 contacts with 3,606 blind persons for instruction in typing, Braille, home-making, crafts, and travel. A total of 180 white canes were distributed free of charge. There were 895 Talking Book machines distributed as new or replacements, bringing the total to 1,247, or one for every four blind residents of the state. There were 113 persons trained in Trades Schools, Colleges, or on the job. A total of 141 blind persons were placed in employment in occupations ranging from unskilled to skilled and professional positions. A total of 273 persons examined low-vision aids to determine whether magnification might help them. Money actually spent on clients for these and other services amounted to \$60,300. Twenty-two State-owned vending stands were operated by blind persons, selling a total of \$490,400 in merchandise, and netting the operators \$96,600 in average individual earnings of \$4,600 for the period. The Workshop employed 110 blind persons, selling a total of \$229,000 in manufactured products and paying its blind workers a total of \$121,636. Maintaining the Workshop program cost the State \$103,600. Twelve home-workers, mostly rug weavers, received \$13,408 in total wages.

Financial aid

For those blind persons in the state who cannot be rehabilitated for employment or who cannot fully support themselves

because of age or incapacity other than blindness, public assistance is available for support. During the biennium an average of 1,140 persons received such assistance, totaling \$1,857,211 for the two year period.

In addition to financial aid, services to promote a happier and fuller life for the visually handicapped were provided by the Department and the county welfare agencies which it supervises.

THE CRIMINAL OFFENDER

Traditionally, penal systems were set up (1) to punish offenders for their acts against society; and (2) to make the punishment sufficiently severe to deter potential offenders. Progressive penologists now recognize that humaneness, understanding, and treatment are fundamental in restoring the offender to a worthy place in the social climate. How this process of social restoration is accomplished is the total concern of the field of corrections.

Field Services

One of the Department's functions in the area of corrections centers upon probation and parole. These field services provide courts and correctional institutions with investigative, diagnostic, and social casework services. They are geared to protect as well as to help the progress of society by preventing crime and working with those offenders who have the capacity and inclination to respond to casework treatment.

By statutory authority casework services are provided to (1) adults and minors convicted by courts of felonies or misdemean-



Planning for parole

ors and placed on probation (except in Milwaukee County which has its own Municipal and District Court services); (2) parolees from the state's correctional institutions; (3) youths released from the state training schools; (4) probationers and parolees from other states who enter Wisconsin under an Interstate Compact agreement; (5) cases of special need referred by the juvenile courts; and (6) selected cases from Central State Hospital.

About 3,300 adult criminal offenders were under constant supervision, and an average of 650 investigations (including some for juveniles) were made monthly by workers who provide consultative, investigative, and supervisory services to the courts and institutions. When the courts request help the worker brings together for judicial review a composite picture of the attitude, character, and personality traits of the offender. This is merged with an appraisal of the offender's emotional experiences, health, education, employment, and interpersonal relationships with his family. This information, together with the causal factors involved in the offense, provides the court with a measuring device for determining the type of treatment needed — namely, probation, hospitalization, or custodial care.

If probation is the prescribed course of treatment, the field worker through his pre-sentence study has developed the groundwork for continued casework services. If commitment to an institution is decided upon as a course of action, the pre-sentence findings of the worker accompany the offender to the institution to be used as a device for guidance and casework treatment aimed at the offender's ultimate release on parole.

While the offender is in the institution the field worker serves as an intermediate resource to the institution, the offender, his family, and the community. The worker follows the progress of the offender and participates in the planning aimed at his return to the community under a trial period of parole. Through the media of investigation, diagnosis, and the application of casework techniques, the worker aims at helping the offender under-

stand himself, his own capacities, his environment, and those with whom he must live. This emphasis upon casework requires a thorough understanding of the dynamics of human behavior coupled with a working knowledge and use of community resources.

To understand and help the offender requires that the worker gather reliable information that will acquaint him with the social forces touching upon the personality of the individual he is trying to help. Here devolves upon the worker the dual role of helping and guiding the offender in setting his own pace of personality development while at the same time alerting himself to recognize behavior symptoms in the offender that may require isolation and custodial treatment as a protective measure for society. Through the use of these services a substantial proportion of offenders may be returned to the communities to reestablish themselves and their families. They are given the opportunity to become useful citizens and to participate in the normal function of orderly government.

Institutional services

In addition to about 3,300 adult criminal offenders who were on probation or parole there were about 2,200 under institutional supervision. These offenders were within institution walls or in forestry or farm camps under minimum security conditions.

At the Wisconsin Home for Women, the activities programs continued to expand, largely by means of a new law which permits several off-ground activities for the women. Educational visits were made to several Fond du Lac industries and public services; demonstrations and special classes were audited at the Vocational School; and swimming instructions were received in the YMCA pool. Lack of teacher personnel prevented the accepting of many other outside invitations.

Six-month commitments from populous counties added what amounts to a fourth class of women at the Home, the other three groups including (1) the regular female prison commitments, (2)

the reformatory classification of young girls on first felony convictions, and (3) the juveniles (usually numbering 20) composed mainly of those who failed under field supervision after a stay at the School for Girls at Oregon. Transformation of space formerly used as staff quarters into a dormitory for 37 women partially solved the problems presented by peaks of population which have almost doubled since the last biennium.



Getting ready for jobs on the "outside"

The Wisconsin State Reformatory opened its new vocational building in the fall of 1954 and more closely followed the regular apprenticeship training programs in the school's well-equipped shops and institutional maintenance work. Progress summaries are available to field agents and potential employers on the boys and men who have taken advantage of the variety of learning processes now available at the Reformatory. For the first time grade and high school students can secure diplomas from Brown County and a local high school, if their own schools will not, for any reason, accept Reformatory academic school credits.

The success of McNaughton Forestry Camp continued after its transfer from Prison to Reformatory jurisdiction in 1955. This has prompted a current request for another outside conservation site. Psychiatric and social services were enhanced in this period.

Notable operational advancements, such as cafeteria serving, were added to the series of changes which have so generally revised living conditions within the walls in the past five years.

The Wisconsin State Prison adjusted itself to a steadily increasing population by expanding services and — unfortunately — nearly filling the only available cell house corridors with double-decked cots. The new Social Service Department began its development in additional services in the Spring of 1956 under a fully qualified supervisor. The Warden's appointment of an Administrative Assistant, a new position in the 105-year history of this institution, has led to better coordination of various activities at the Prison.

Completion of the new Flambeau Forestry Camp made slightly more room, among the Prison's nine outside farms and camps, for trusted men. The construction of a large new industries building — scheduled for beginning occupancy in late 1956 — helped offset employment slack as the population mounted. Expanding services also included civilian additions to the educational and vocational staffs, as inmate teacher material became continually harder to find. Such recreational improvements as cinemascope within the walls and television at farms and camps appeared to raise further the generally good inmate morale.

Jails

The county jail and the village lockups are generally considered to be among the weakest links in any program aimed at crime prevention, crime control, or the rehabilitation of the offender. Descriptive epithets such as "hot beds of crime" and "kindergartens of vice and corruption" are conspicuous by the frequency with which they are applied to such detention facilities.



The old



The new

By statute, the Department is charged with the responsibility to inspect all jails, lockups, and places of detention, to inquire into the methods and the management of persons confined therein, and to examine the conditions of buildings and grounds and other property connected with such institutions and all matters relating to its management.

This broad grant of power is taken seriously by the Department which has long established investigative section for carrying out the provisions of the law. Incongruous as jails may be in this age of great scientific advances in penology, they are nevertheless as important as the prison in a total correctional program.

Since our jails house both the convicted and the non-convicted, and since the jail experience of those who enter our correctional institutions plays an important role in their lives, the Department has entered into the jail situation with greater emphasis than previously.

Among its activities over the past biennium are the following: (1) It has adopted and distributed to all jail administrators a set of Standards for Jails, Lockups, Work Houses, Houses of Corrections, and Forestry Camps; (2) It has conducted jail inspections and reported back its findings to the local administrators; (3) It has encouraged the construction of four new county jails and has initiated action looking forward to similar construction in six other counties; (4) It has promoted major physical improvements or additions to nine other county jails; (5) It has actively participated in the FBI Police Recruit Training Program involving some 3,000 peace officers and in the training program for all recruits of the State Traffic Patrol.

Conditional release

Since 1951 all adult offenders must complete the final period ..

of their sentence under field supervision. If the Parole Board has not recommended parole, the offender must serve on a parole status the good behavior time earned while in Prison. In 1953 the law was changed to permit the Department to determine whether or not there should be a second conditional release in the event that the first release was violated. Although it is too early to determine the effect of this change in law, favorable results are anticipated.

Psychiatrically deviated sexual offenders

The psychiatrically deviated offender is attracting more attention and receiving more professional services than ever before. Historically, this interest in the emotionally disturbed offender dates back to the establishment of the Psychiatric Field Services with a staff of two in 1925. Thus, as the first state to provide psychiatric and psychometric examinations of all admissions and of all applicants for parole at all penal, reformatory, and correctional institutions, and with the expansion of that service, Wisconsin has set a pattern of responsibility and treatment for this afflicted group which culminated July 27, 1951, in the passage of its "Sex Crimes" law, frequently and erroneously labeled as its "sex psychopath" act.

Legislation directed toward the custody and treatment of the psychiatrically deviated sexual offender is to be found in the statutes of one-third of the states and the District of Columbia. For the most part those laws are inoperative by reason of a lack of facilities, professional services, or funds or the traditional belief that punishment rather than treatment provides the soundest approach to the personal and civic challenge of this particular group.

The Department's ever broadening concept of service to the community and to individuals in need of specialized services within its scope is aptly demonstrated in its approach to this group of offenders. Built into the present "sex crimes" law is the concept

that the dangerous sex offender is not a criminal in the ordinary sense and that in order to protect society fully he should be handled as a sick person in need of specialized treatment. To this end, and in keeping with the spirit and letter of the law, the Department is making an honest attempt to provide therapy on individual and group bases for those who can be benefitted. It provides maximum custody for life, if need be, for those who have no capacity for change and who would present a continuing danger to the public were they to be released back into the community.

Wisconsin has made extensive use of its "sex crimes" law together with the facilities and professional staff allotted to the Department for that purpose. The majority of those screened and returned to the Sex Deviate (Treatment) Facility (which is actually located at the State Prison) are found to be extremely cooperative, eager for assistance, and in many instances actually thankful that their emotional battles with themselves have been recognized. From July 27, 1951, to June 30, 1956, the Department conducted studies on 822 convicted sexual offenders. Of that number 334 were found to be psychiatrically deviated and eligible for handling under the "sex crimes" law. Of the 334 over half (61 percent) have been released to field supervision after varying periods of intensive treatment at the institution. The parole violation rate has remained at less than ten percent. As of June 30, 1956, the Department discharged from its further control 104 (about one-third) of the 334 diagnosed as psychiatrically deviated in the sexual area. Six such dischargees have been convicted of new sex offenses, four by misdemeanors and two by felony convictions. It is also to be noted that during this same period the Department returned 33 men to court for continuance of control beyond their normal discharge date under the criminal code. These cases should not be construed as representing failure on the part of the Department. Rather they should be looked upon as constituting a group for which present limited treatment methods are ineffective. Thus the Department lives up to its twin responsibility of treatment for "

the treatable and custody for those whom it finds to be both untreatable and a continuing danger to the community.

Interstate compact

Wisconsin operates under the provisions of the Interstate Compact to which all forty-eight states and the District of Columbia are now signatory. This Compact is most advantageous to the member states in the total area of crime control at the national level. With specific reference to offenders on probation and parole the Compact provides the legislative and administrative machinery by which they can live and work in states other than that in which they were convicted. This Compact provides not only for the needs of the individual but also makes provision for the protection of society through the supervision of such cases in other states, and in the event of probation or parole violation does not require recourse to extradition procedures.



The Home for Women is behind — The future is ahead

THE DELINQUENT CHILD

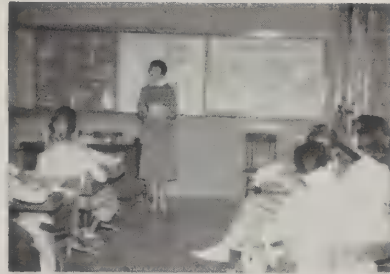
Wisconsin is making a concerted effort to do something about the delinquency problem, both in prevention and in treatment. It is a shared responsibility between the state of Wisconsin and the counties and local governments, with close cooperation among these levels of government. Departmental responsibility shared by its operating divisions includes the following programs: children's services for dependent, neglected, and delinquent children; community services for prevention; institutional treatment and field supervision of juvenile delinquents; inspection and approval of juvenile detention facilities; supplementary investigation and supervisory services for the courts; services of the Wisconsin Diagnostic Center for the juvenile courts; and state aid to county welfare departments for child welfare, child guidance clinics, and for care of dependent children in foster homes.

Size and characteristics of the problem

The definition of delinquency used here refers to children alleged by the courts and law enforcement agencies to be delinquent. Variations in recording and in dealings with juveniles make it impossible to get a complete picture of the extent and characteristics of juvenile delinquency. At best, what statistics there are on delinquency provides us with a rough, general idea of the direction delinquency is taking. In Wisconsin during 1954 there were 9,746 delinquency referrals reported disposed of by 50 juvenile courts. During 1955, a total of 9,908 referrals were reported disposed of by 59 courts. However, for 49 courts which reported in both years the total number of delinquency referrals decreased by one percent. Whether the number of delinquents handled by the Wisconsin police and sheriff departments decreased, remained the same, or increased is not known.

Two trends seem to be appearing in the delinquency data from the juvenile courts in our state: (1) the number of girls coming before the courts because of delinquency seems to be in-

creasing; and (2) the number of cases considered by the courts to be more serious also seems to be increasing. Another reflection of this may be seen in the number of juveniles committed to the Wisconsin juvenile correctional institutions: In 1954 there were 268 first admissions to the School for Boys and in 1955 there were 308, an increase of 15 percent; for the School for Girls the corresponding numbers were 123 in 1954 and 135 in 1955, an increase of 10 percent.



Academic and vocational training at the School for Girls

Completing the statistical picture

The Department is doing its part in trying to harvest facts about delinquency in Wisconsin.

The juvenile courts in 59 counties have, within the short period of four years, joined in the court reporting project. When all juvenile courts in Wisconsin report, a more exact picture of the delinquency cases known to the courts will be available for study.

With the Wisconsin Juvenile Officers Association, the Department co-sponsors the juvenile law enforcement reporting project. Initiated on January 1, 1956, over 100 police and sheriff departments have already voluntarily joined in this project. If all such agencies in Wisconsin were to report cases, Wisconsin would be the first state in the nation providing a clear picture of delinquency cases handled by its police agencies.

Data on juveniles committed to the juvenile correctional institutions are collected by the Department. In this area our knowledge of numbers of juveniles involved is quite complete and accurate.

Statistics should be useful and should be used. Even though incomplete, by pointing to rough trends the statistics suggest possibilities for research and planning in the area of delinquency. This can lead to ways of preventing delinquency and more resourcefully treating our youthful offenders.

Delinquency prevention

Wisconsin has been nationally recognized as a pioneer and leader in the development of a delinquency prevention program. Statutory authorization was provided with the enactment of the Youth Service Act of 1947. This program assumes that prevention is essentially a function of the local community, with the state's role being that of providing leadership and consultation. The long range goal is the reduction and elimination, so far as possible, of not only crime and delinquency but also dependency, child neglect, mental illness, alcoholism, family breakdown or disorganization, and such other preventable social ills as are the concern of public welfare.

The Department assumes that the causes of delinquency are multiple and complex and that prevention must therefore attack



Conferences and meetings help to organize plans

the problem on a broad front: in the home, in the school, in the church, and in the community.

Program activities

The “broad front” attack on delinquency has involved a wide range of activities including:

Consultation to local community planning groups.

Staff services for the Wisconsin Committee on Children and Youth and its Governor’s Conferences on Children and Youth.

Assistance in organization of juvenile police services and of training institutes for juvenile law enforcement officers.

Demonstration of “early identification” techniques in the schools to discover the child who is vulnerable to delinquency.

Assistance in making surveys of recreation and youth activity programs and in establishing public recreation services.

Promotion of youth participation through the Wisconsin Youth Committee and its state and district youth conferences.

Comprehensive surveys of county and community services for children and youth with other state agencies.

Treatment of delinquency

Treatment of the juvenile delinquent is also a shared state-local responsibility. Local resources are the first resort. It is only when these local resources are inadequate to meet the needs of any particular child that state correctional and rehabilitative resources are called upon.

To bolster the basic local treatment services, the Department offers assistance to counties and local communities. In this biennium this consulting service has brought notable progress in improved juvenile police services.

Under the new Children’s Code enacted in 1955 and effective July 1, 1956, all counties are required to provide welfare services on a full time or part-time basis. The field staff of the Department stands ready to supplement these local services and give supervision and consultation.

Case history

Joan, at age 14, was at the Wisconsin School for Girls as a delinquent. One of a large family, she received little in the way of love, attention, or acceptance in her home. The father was alcoholic, and the mother abandoned the family. Deprived of the chance to identify with a mother and accorded no security or guidance, Joan became self-centered, anxious, and incorrigible. Repeated stealing episodes resulted in commitment.

Some progress was made in the institution as Joan began to understand some of her behavior and learned to live with a group. When she was ready for release, her own home was not satisfactory as a placement. Her father had died and her mother had remarried. Joan disliked the step-father and resented her mother's having abandoned the family. Joan was not ready to cope with such a difficult situation.

Placed in a good foster home, she began to feel acceptance and security. The caseworker helped the foster parents to understand and accept Joan and her problems and helped the girl to relate to the foster parents. Progress was very good. Joan had never done well in school; in fact, she was considered to be unable to do high school work. In the proper environment with professional casework help, she began to use the potential she had. She did so well in Vocational School that teachers recommended high school courses in the evening. She will soon receive her diploma and is well on the way to adjustment and good citizenship.

Treatment services begin when the delinquent child comes to the juvenile court either by police referral or from a public or voluntary social agency. After investigation, study, and hearing, the court exercises wide discretion in determining the method of treatment. It may dismiss the case, release to supervision of parents, release to parents with supervision by a social agency or juvenile court worker, give legal custody to a social agency or individual for care and supervision outside the child's own home, or commit to the Department for correctional treatment. To exercise these alternatives the court must have tools to work with. Local child welfare resources referred to above are one of these. Probation services attached directly to the court are another. Voluntary children's agencies are another. The new Code provides that county boards must provide the court with such necessary tools in one way or another after July 1, 1956.

The Department has established a special consulting service to these courts. An advisory committee to the Department, repre-

senting the State Board of Juvenile Court Judges, has been an influential factor in the development of the juvenile court reporting system, adoption of uniform juvenile court forms, and in the review and clarification of many Departmental procedures involving the juvenile courts, including court referrals to the Wisconsin Diagnostic Center. Consulting help is also available to individual courts relating to operation of court services.

The responsibility for providing and supervising the use of facilities for juvenile detention rests primarily with the juvenile court. Here, especially, the courts should have support from county boards and consultation from the Department. Lack of adequate facilities for juvenile detention continues to be a most serious gap in local treatment resources. Juvenile units in jails are the only facilities available in many counties and these are unapproved and inadequate in some counties. During the bien-nium, the Department has given increasing consideration to this problem. As a result, the Department has issued (August 1955) the first set of "Juvenile Detention Standards" with a guide for planning which hopefully will help local officials in developing facilities other than jail units for both detention and emergency shelter care of children.

State's role in treatment

The 1953 Legislature gave approval for the state to provide limited supplementary services to the court on an individual county certification basis. On June 30, 1954, ten counties were certified to receive services, and by June 30, 1956, 35 counties had been so certified.

The new Children's Code further emphasizes the development of local services to delinquent children. The Department is authorized to provide supplementary services only if the county board has provided one or more juvenile court workers, has authorized the county welfare department to provide such services, or has provided such services through a county children's board.

The Wisconsin Diagnostic Center

The Wisconsin Diagnostic Center is a psychiatric hospital located in Madison. This facility is authorized by statute to furnish temporary residence and diagnosis of persons committed to the Department. It is also authorized to receive any minor for pre-commitment study upon the request of a juvenile court judge in whose court a case is pending. All admissions are subject to the approval of the director of the Department.

There is usually a waiting period of four to eight weeks for admission and the average hospitalization is approximately a month. Priority is given to especially urgent cases. A comprehensive study is made of the juvenile's physical, social, and psychological status and the findings are reported along with recommendations of an advisory nature.

Because the Center's function is essentially that of a consultation service, the basic responsibility for executing projected plans for the juvenile always remains with the referring agency.

The Center staff is available for case conferences with the referring agency when the patients are discharged. Consultation is also furnished if it is decided that the juvenile's progress and the original plan of treatment should be reevaluated.

Commitment to the Department

When local resources are exhausted or do not meet the needs of the delinquent child, legal custody may be transferred to the Department until the juvenile reaches 21 years of age. The Department is responsible for the operation of two juvenile institutions for delinquent children ages 12-18. The Wisconsin School for Girls at Oregon and the Wisconsin School for Boys at Waukecha provide residential care, treatment, and education.



*Relaxing and socializing at
the School for Girls*

Upon admission to the institution, a thorough social, medical, and psychiatric study is completed on each child to determine the most effective program for the child. This is currently being formalized as a "receiving center" procedure. It is anticipated that receiving homes, foster homes, group homes, and other facilities and services will be utilized in some instances when institutionalization is not indicated.

During the biennium, there was an increasing emphasis on treatment and rehabilitative services to children at both the School for Girls and School for Boys. This was accomplished despite an increase of population which resulted in facilities being overtaxed.

Many boys and girls were able to further their education at the two juvenile institutions in addition to benefiting from the multiple treatment services available. During the biennium 100 boys graduated from the eighth grade and 10 boys received high school diplomas at the School for Boys. The School for Girls has had a very favorable experience with an ability-grouping system in its school program. Many girls for the first time experienced a feeling of gratification and success in school and learned at a much faster rate when placed in a group performing at the same achievement level. This reflects the emphasis being placed upon helping the girls to adjust to group situations and to learn the values of healthy inter-personal relationships.



Academic and vocational training



at the Wisconsin School for Boys

In 1955 the Wisconsin Legislature recognized the need for replacing the obsolete physical plant at the School for Boys and appropriated \$6,000,000 for a new institution. A new 600-capacity institution will be built on 480 acres of state-owned property in the Kettle Moraine State Forest in Sheboygan county. It will be constructed on a cottage plan with varying degrees of security. It is anticipated that actual construction will begin during the coming biennium.

Some children under 21 years of age who cannot be adequately cared for at the School for Girls or School for Boys are transferred to the Wisconsin Home for Women or the Wisconsin State Reformatory because of the different types of facilities and additional security measures available at these institutions. Under the new Children's Code, such transfers will not be permitted after July 1, 1959. The medium security facility at the new School for Boys will care for boys needing additional security and intensive treatment. It is anticipated that new facilities will also have to be constructed during the coming biennium at the School for Girls for those needing additional security and more intensive treatment.

In most instances, boys and girls are released to the community under field supervision after a stay of about nine to twelve months at the juvenile institutions. This occurs upon recommendation of the institution staff and approval of the Review Board. The number of boys who received post-release supervision rose from 266 in 1954 to 387 in 1955; the comparable figures for girls were 137 in 1954 and 128 in 1955.

Field supervision of juveniles continues until age 21 or when favorable adjustment indicates there is reasonable probability that it is no longer necessary for the rehabilitation and treatment of the child or for the protection of the public. The child is then discharged from legal custody of the Department.

Use of foster homes

The foster home program for delinquents has provided a vital resource in services by making available in the community a home environment which is conducive to treatment and adjustment.

Foster homes for delinquents committed to the Department have increased from 73 on July 1, 1954, to 143 two years later. During the period 151 adolescents committed as delinquent were placed in foster homes.

Some adolescents in trouble require special types of group experiences in a supervised setting in the community. To meet this need seven group homes and one receiving home were developed.

Role of voluntary child welfare agencies in the treatment program

Of the 38 voluntary child welfare agencies licensed by the Department a total of 19, by the terms of their licenses, accept delinquent children for care, service, or placement. Of this number 12 agencies have institutional programs, two being licensed to accept only delinquent children. These two agencies are the House of the Good Shepherd and St. Charles Boys' Home, both located in Milwaukee. Sixteen agencies reported a total of 618 children with behavior problems referred for care during the biennium.

Several of the voluntary agencies have been developing their programs to meet the changing needs of the children accepted for care. Homme Children's Home and the House of the Good Shepherd are using transition units in a less controlled environment for a period prior to discharge from care. It is felt that this provides for easier return and adjustment to community living.

St. Charles Boys' Home in Milwaukee has recently added psychiatric consultation to its services and plans to add a social service department in the near future. A school program is offered and considerable attention has been given to providing an intensive program of instruction to meet the individual needs of the boys under care.

THE DEPENDENT-NEGLECTED CHILD

In Wisconsin approximately 33,000 dependent and neglected children are receiving social services from public and voluntary agencies. Of these 25,800 are living in their own or relatives' homes, 5,500 in foster homes, including adoptive homes, and 1,400 in child-caring institutions. During the biennium over 3,500 children born out of wedlock received social services, either in their own or relatives' homes, or in foster homes. Causes of dependency and neglect include such factors as broken homes resulting from desertion, divorce, incarceration and death, parental incapacitation, unmarried motherhood, and parents' failure or inability to provide proper care.

Case history

Mrs. Gray and two children, ages 12 and 10, are receiving an Aid to Dependent Children's grant because Mr. Gray deserted the family some six months previously. Mrs. Gray is a good homemaker and efficient manager of money. Gradually she began to realize that while her home was as well kept as ever, the children were unhappy, quarrelsome, and not getting along well in school or with their playmates. They asked innumerable questions about their father which she did not know how to answer.

As Mrs. Gray gained more confidence in her caseworker, she talked about the children's difficulties. She slowly began to realize that many of the children's problems were a reflection of her own. Only as she became better adjusted to this new situation, faced and solved her own situation, could she help the children.

Mrs. Gray, knowing that she could always look to the caseworker for help and support, increasingly gained self-confidence and security and her dependence upon the caseworker became less and less.

Child in own home

Planning for a child is directed toward keeping the family unit intact whenever possible. It is generally recognized that the best place for any child is in his own home, where he receives the love and understanding of his own parents or relatives, and such casework services as may be needed to assure his normal social and personality development. The Department is given

responsibility by legislative enactment for dependent and neglected children through such programs as Aid to Dependent Children, foster home care, and adoption.

Aid to Dependent Children, administered by county agencies under the supervision of the Department, has as its primary purpose the preservation of the family unit in which financial need exists. Social services to the 21,000 children under this program not only provides financial and rehabilitative services in a manner that preserves the dignity and self respect of the individual and his family, but promotes better understanding towards strengthening family relationships, and provides help in alleviating emotional conflicts and problems which threaten the adjustment of the individual and the stability of the family.

During the biennium there has been a slight increase in the number of families requesting services. Factors effecting this increase include growth in population and the increased movement of minority groups to Wisconsin. As a result of the growing influence of the Old Age and Survivors Insurance Program for meeting the financial needs of families and children, death of



Living at home is best

one or both parents is no longer the major cause of dependency. Therefore, a larger proportion of Aid to Dependent Children families are in need of financial assistance and services because of parental incapacitation, divorce, desertion, unmarried motherhood, and parental incarceration. This trend indicates that greater skill in casework service is necessary.

Services to children in their own homes is a sharper test of the worker's skill, resourcefulness, and ingenuity than most other casework services. It requires qualified staff with skill, training, and experience together with reduced caseloads to make intensive work with each family possible. The inadequate supply of trained personnel places a responsibility on the Department to help agencies provide supervisory staff with necessary training and experience to teach such skills effectively on the job.

The unmarried mother

The unmarried mother, being among those who may receive services in their own homes, often needs help to work out the most constructive plan for herself and her child. Her problems include financial need, plans for living arrangements, medical care, decisions regarding her family and the alleged father, solution of emotional and personal problems, and plans for the baby. The Department offers limited direct social services to unmarried mothers but plans with hospitals and maternity homes which report the names of all mothers giving birth to children born out of wedlock. The Department then refers these mothers to other agencies, both voluntary and county. The quality of the services provided by these agencies determines the adequacy of the planning for the child.

During the calendar years of 1954-55 the number of children born out of wedlock in Wisconsin increased over the preceding two years from 3,158 to 3,689. Since the number of live births also increased, the proportion of children born out of wedlock rose

only from 18 per thousand live births in 1952-53 to 20 per thousand in 1954-55.

To provide more adequate social services it is necessary to find better methods of reaching the unmarried mother at an early date so that services can be made available to a greater number prior to the birth of the child. Also there is a need to make financial assistance available which will give added protection to the mother and child. Remedial steps taken to solve the mother's immediate problems will have an impact on the adequacy of plans made for children born out of wedlock. This will help assure more thoughtful planning, with due consideration for the needs of both child and mother.

Foster home care

Sometimes, despite efforts to preserve a home, it becomes necessary to uproot a child from his family to protect him from physical, mental, moral, or emotional damage. Experience has shown that for most such children the best substitute is a temporary foster home so that they continue to have the benefits of family living. Other children may be placed temporarily to give an unmarried mother time to work out a plan that would be in the best interests of her child.

During the past six years the number of children receiving foster home care has remained fairly constant, with 5,500 children currently living in 4,000 licensed homes in the state. Of these 1,710 are given direct service by the Department and state aid is provided for 1,675 children placed by counties. Present and fu-



A foster home can be fun, too

ture anticipated growth in the number of children in Wisconsin will increase the need for services to children, either in their own homes or in foster homes.

Foster home care may include adoptive, boarding, free, wage, work, or receiving and group homes. The receiving home offers temporary and emergency care for any child pending the development of more permanent plans, and the group home provides care for adolescents on a selective basis.

Besides sufficient qualified staff, adequate resources are necessary if better foster home care is to be provided for children in need of this service. Such resources include the recruitment and development of more and better foster homes, extension of the receiving and group home program, and the expanded development and use of the specialized foster homes for treatment of some seriously disturbed children.

Adoption

Temporary foster home care does not meet the needs of all children separated from their parents. For some, permanent ties with another family offer the best plan. During the biennium 479 children were placed in adoptive homes by the Department. These



A new home for keeps

were children for whom guardianship had been transferred by courts to the Department.

Not all adoptive placements are made by agencies. Some children are placed by parents in relatives' homes or are adopted by a step-parent. Before legal adoption is completed these homes are studied at the request of the court, with services made available to the family. A small percentage of children are placed directly by parents in non-relative homes for adoption without the benefit of agency services. These placements are studied following the adoption petition and the study may aid in protecting children from grossly unfit or inadequate homes. The number of children placed independently in Wisconsin in proportion to placements made by authorized agencies is one of the lowest in the United States. This indicates that the citizens of the state recognize the value of agency placements in realizing for the child the maximum opportunities for wholesome development. Agencies have experience and skill which can be used to select the best home for each child, and to give advice and assistance to adoptive parents which may help in anticipating the child's future needs.

Progress has been experienced in telling the story of adoption. The Wisconsin Medical Society and the Wisconsin Bar Association have issued interpretative material to their members. Rules and regulations for adoption practices have been approved by the State Board of Public Welfare and distributed to all agencies, interested groups, and individuals. The need for public interpretation is a continuing one, using all available media for the purpose of reaching a larger audience.

A trend in the earlier placement of children for adoption by agencies has been evidenced. During the biennium there was a marked increase in the placement of infants under six months of age, particularly those who were one to three months of age. Such continued and extended planning should be encouraged to give children an opportunity of becoming part of a family at the youngest age possible.

The child with special needs — the older child, physically handicapped child, or one of a different race or color — who is without family ties obviously has the same needs as other children for becoming an integral part of a family. More research and ex-



Not too young to learn

perimentation of methods can lead to giving a greater number of these children opportunities for placement in permanent homes.

Voluntary child welfare and day care agencies

The licensing of voluntary child welfare and day care agencies is the responsibility of the Department.

There were 38 licensed voluntary child welfare agencies at the beginning and end of the biennium. Some of these agencies provide institutional care only while others also provide foster home care and services to children in their own homes. On June 30, 1956, they were caring for approximately 3,700 children. Two new institutions were licensed, and two were closed. The number of children served remained approximately the same as during

the preceding biennium. However, the gradual decline in the number under care in institutions continued.

The purpose of day care services is to supplement — not to substitute for — the care given children in their own homes. Day care services may be requested by parents because of the mother's employment, illness or absence of a parent from the home, or because of inadequate housing. Some parents may wish to give their child an opportunity for an educational experience in living with people his own age, or the child may have special needs which can best be met through a planned group experience.

During the biennium this service grew; the number of licensed day care agencies caring for four or more children for over two hours a day increased from 38 on June 30, 1954, to 47 on June 30, 1956. Likewise the total licensed capacity for the care of children increased from 1,060 to 1,350. In addition to the licensed day care facilities there are three not subject to licensing (one sponsored by the Veterans' Administration and two by the University of Wisconsin) with a total capacity for 90 children. Statutory changes providing for the licensing of day camps and agencies operating for two hours or less broadened the protection and promoted improved services to children living away from their own homes during the day.

Wisconsin Child Center

The population at the Wisconsin Child Center, which under the jurisdiction of the Department provides care for dependent and neglected children, has continued at approximately the same figure as during the preceding biennium. There were 89 in residence on June 30, 1956. Although the total number of children has not changed, the proportion of older children as well as the number with severe behavior and adjustment problems has increased. Current emphasis has been on recruiting personnel for the institution in order to meet more adequately the needs of the children. Future needs include a greater proportion of profes-

sional staff, extension of psychiatric services, and the promotion of staff training designed to improve skills in working with emotionally disturbed children.

Case history

When the Department was given guardianship of six-year old Billy, he was sent directly to the Wisconsin Child Center because of serious health problems. He had a visual handicap and could see little without heavy glasses. In addition he had cerebral palsy which caused him to drag his feet, so that he could not do much walking. Billy had a nice personality, and visitors to the institution frequently commented about how cute he was.

After all possible corrective work had been done, intensive effort was directed toward finding a permanent home for Billy since that would be the best answer to his needs. After several families had reluctantly decided that they could not take him because of his physical handicap, Mr. and Mrs. Bowen decided that they would like to share their home with him. They were very flexible in what they expected of him and offered warm affection and an understanding of the kinds of problems Billy faced.

Billy found that he liked living there. Eight months following the placement Mr. and Mrs. Bowen asked that plans be made for him to become legally theirs through adoption.

Diagnostic and treatment services

Diagnostic services are a valuable tool in increasing the understanding of the needs of children and in working out the plan of care that best meets their needs. They may be given on either an in-patient or out-patient basis at the Wisconsin Diagnostic Center. Out-patient study involves a study of the child to assist the referring agency through psychiatric consultation to form realistic plans for meeting a child's needs and to increase the agency's understanding of the needs of all children. During the bennium 307 children were seen on an out-patient basis.

During the biennium 328 patients (both adult and juvenile) were studied an in-patients. Of these, 95 were children under the legal custody or guardianship of the Department and 94 were children referred by the juvenile court.

Diagnostic service implemented by psychiatric consultation is a helpful resource in planning, and should be broadened to provide services for more children. For some seriously disturbed

children such planning is not enough. Residential treatment facilities should be available. Since voluntary child welfare agencies are unable to meet the growing need for intensive treatment services for the increasing number of older, disturbed children the need for public supported facilities is apparent.



There are many ways to study a child

THE DISABLED PERSON

A genuine concern for disabled persons has for decades been shown by Wisconsin citizens. This feeling for unfortunate residents of the state has been expressed through provision of money, medical care, and rehabilitation services. The local units of government have willingly shouldered the responsibility. In addition state financial aids and rehabilitation services have been developed to share in the work and to extend it.

The disabled person may have numerous problems with which he needs help, and he can be helped in many ways. Money is paid to him to buy groceries, clothing, shelter, and other necessities of daily living. He may need help to pay the doctor or the hospital for the medical treatment on which his recovery or life may depend. Perhaps the suggestions and encouragement of a welfare worker are vital in arranging for suitable medical care. The continuing friendly interest of an understanding helping hand may go far to restore or heal, and it is often provided by the physician, the nurse, and others as well as the welfare worker.



A hobby once — A job now

those of the physician and welfare worker. All of this presents a great challenge to the welfare agency.

Sometimes recovery is very difficult, and illness causes emotional upset or family frictions. It may be necessary for the disabled person to accept the fact that he has a permanent handicap. Instead of the old job, another must be found. Training may be required for a different line of work. The skills of the rehabilitation worker may be needed along with those of the physician and welfare

Aid to permanently and totally disabled persons.

This program was the first of its kind in the nation. It was set up by the Wisconsin Legislature in 1945, five years before the

Federal Social Security Act was amended to include such a service. It provides for regular monthly money payments to disabled people, and also for payments to the doctor, the druggist, the hospital, and others who provide medical care services.

Under this program the person to get aid must have a serious disability that is permanent. Under our law he must be far more than unemployable. The condition must require that he have help regularly from another person in such simple daily functions as eating, dressing, and personal hygiene. The Federal Social Security Act is considerably more liberal. Under it the Wisconsin law could be changed so that the giving of aid would depend mainly on whether the disabled person could work.

In the eleven years since 1945 this program in Wisconsin has grown so that about 1,200 persons are now being helped. The figure is 100 more than at the beginning of the biennium. In the two year period medical reports for 716 applicants for this aid were reviewed in the state office and it was decided that 500 met the requirements of the law and could receive aid as far as the disability was concerned. The other 216 did not meet the rather rigid requirements of our law.

Among those denied aid many have serious disabilities that are of long standing, and employment is quite unlikely in the foreseeable future. As an illustration the cardiac patient may apply because he has not been able to work for months or years, and his doctor permits almost no activity. This applicant may be under a doctor's orders to spend most of his time at rest in a chair or bed, and only be allowed to perform the small amount of activity necessary in tasks like eating, dressing, and bodily hygiene. Perhaps he can be up and about the house, but that is all. The application from a person with such a condition must be denied. In place of the heart condition the applicant might be partially paralyzed, or suffering from any of a number of other conditions.

Because of the seriousness of the health condition few of those who receive Aid to the Disabled can be rehabilitated or can re-

turn to work. The death rate is high for the same reason. However, some not only learn to live with their handicaps, but rise above them to earn a livelihood. For example, Mr. Leslie L. Cook was so crippled with arthritis in 1946 that he had to apply for aid. He also had kidney, heart, and sinus ailments. His application was approved and he was still being aided ten years later. However, he was nearly self-supporting because he was operating a telephone answering service from his bed or chair, in spite of the fact that he was in worse condition physically. He wanted help to do something for himself, and the State Board of Vocational and Adult Education joined with the county welfare department in helping him to achieve near self-support.

Aid to Dependent Children

Earlier, the Aid to Dependent Children program was discussed as being oriented towards preserving the family unit during the time of financial need. In an estimated 1,550 families the aid is given because the father is disabled. A monthly check makes it possible for the family to buy food, clothing, and shelter and to provide for the education of the children. The medical care needed by various members of the family is also provided as necessary. Since the cause of aid being given is the disability of the father in many situations, it is the aim of the county welfare department to promote his recovery in every way possible and to assist his return to employment.

In this aid program the return of the disabled father to employment and support of the family is common. Rather typical is the experience of Mr. Paul S. Sills who was taken ill with tuberculosis and had to enter a sanatorium. This sanatorium care was, of course, provided free of cost to him, but his wife and two children had no means of support. Mr. Sills was discharged from the sanatorium in a few months under medical treatment at home and under doctor's orders to refrain from work for an indefinite period of time. It was doubtful that he should ever plan to return to the heavy work he had done. Even though he was advised after

a few months that he could undertake some light work on a part time basis, such employment was not available. For this family, the monthly money payment was indeed a family saver. This father will soon be taking over the family support, as he is determined to get back to work. The family values which are preserved and strengthened through the aid to dependent children payments in such a situation are inestimable.

THE MENTALLY ILL PERSON

Mental illness has been called our Number One health problem. It achieves this importance because one-half of all hospital beds in the United States are occupied by mental patients and because many patients in other hospitals, as well as non-hospitalized persons, have crippling emotional problems.

The population of state and county mental hospitals has continued to rise to a present figure of about 15,000. The last biennial report pointed out an increase and predicted that, with the State's growing population and the increasing proportion of aged persons, there would be a continued upward trend of mental hospital admissions.

Facilities for care and treatment of the mentally ill have improved, paralleling nation-wide developments. The citizenry is not only increasingly willing to make use of psychiatric facilities, but, as awareness of the emotional basis of problems increases, is actively seeking psychiatric help to an extent out of all proportion to that which our present facilities can provide.

A case history is given to illustrate a few of the problems which may confront the mentally ill. Following the history is a discussion of services and treatments available in our hospitals and communities and also an indication of the present and future needs.

Case history

Mrs. Brown is in her early forties, married, and the mother of eight-year-old Susan. The family included Mrs. Brown's mother and they lived in a city of about 10,000 population. Mr. Brown had not been able to hold a steady job because of poor health, and felt that he was a poor father. Susan is in the third grade and does average school work, but seems unhappy. In 1953 Mrs. Brown changed a great deal. She had always been a hard worker; she clerked in a clothing store plus doing all of her own housework. She worried about her husband but appeared to be content. Quite

suddenly, however, she became very critical of Mr. Brown and Susan, and distrustful of her mother. She argued frequently with the store customers and with her employer, and finally lost her job. She neglected her family and her housework to such an extent that Mr. Brown sought the advice of the family doctor who recommended treatment in a private psychiatric sanitarium. Three months after her admission to the sanitarium, she was much improved and returned home. She began to work again and was getting along satisfactorily except that she began to drink. In a few months it became apparent that she needed further psychiatric help. This time Mrs. Brown was admitted to a state hospital. At first she was confused and fluctuated between moods of great excitement and depression. She stayed in her room most of the time and had to be led to the dining room. She was treated with a series of electroshock treatments and later with a new tranquilizing drug. Neither treatment was curative, but they did make her more alert to her surroundings and reduced her anxiety. Mrs. Brown improved; she was able to attend sessions of group psychotherapy to work out some of the family and personal problems which had contributed to her mental illness. No individual psychotherapy was possible because of the critical shortage of psychiatrists. Occupational and recreational therapy were part of the daily schedule and provided her opportunity to partake in a variety of activities which in time increased her self-confidence. They also provided the staff with opportunities to observe her behavior and



Welcome to the hospital



Thorough physical examination

to understand her better. Still, she was unoccupied and lacked organized activities during much of each day; it could not be otherwise in view of the shortage of trained personnel. The psychiatric social worker was a bridge between the hospital and the patient's home. When Mrs. Brown's husband died, and as symptoms of emotional disturbances developed in her daughter Susan, the social worker helped her to accept and understand these developments and did much to alleviate anxiety which might otherwise have retarded her recovery.

After a year at the state hospital, Mrs. Brown was improved but not ready to return home. She was transferred to the county mental hospital nearest her home, where it was hoped that she might benefit from the intimate atmosphere of a small hospital and also from the opportunity for frequent visits with her relatives. She got along well here, enjoyed the contacts with her family, and was glad for the opportunity to work in the hospital kitchen. There was no psychiatrist available to the county hospital. However, the superintendent observed the improvement in her mental condition and requested an evaluation of the patient's readiness to return home. She was then seen as an outpatient by a psychiatrist at the Diagnostic Center who recommended that she be released to her home and be seen regularly by a social worker in her community for emotional support and further understanding of her problems during the difficult period of readjustment.



Interview with the doctor



Time for medicine

(It was felt that her hospitalization might have been prevented had the supportive therapy of a worker trained in mental health been available to her following her initial hospitalization.)

Mrs. Brown's former employer, her guardian, and her relatives are among those who have made her discharge from the hospital possible. She has now been home and working steadily for eight months, supporting herself, her mother, and her daughter, and has gained new confidence. Susan has improved since her mother came home, but appears lonely and unsure of herself. She is Mrs. Brown's major concern at the present time. Since there is no child guidance center and no psychiatrist in this community, it remains to be seen what will be the course of Susan's development and whether Mrs. Brown has achieved a degree of emotional stability sufficient to cope with the problems which lie ahead.

Private psychiatric facilities

There are seven private psychiatric hospitals in Wisconsin with over 400 beds. Six general hospitals have psychiatric units with 124 beds, and three additional general hospitals are currently constructing psychiatric units which will add 77 beds. Nationally, about three percent of hospitalized mental patients are in private psychiatric facilities; in Wisconsin, the percentage is even smaller. However, these constitute an important resource to the mentally ill.



Psychological testing



Occupational therapy

State hospitals

Except for private institutions and veterans' hospitals, the three state hospitals (Mendota, Winnebago, and Central) are the only facilities outside of Milwaukee County for the diagnosis and intensive treatment of hospitalized mental patients in Wisconsin. Recent building programs have improved the physical plants, relieving the crowding prevalent over past years. Recently-developed tranquilizing drugs, while not a cure, have made many patients amenable to psychotherapy and have made it possible to reach many patients not previously treatable. These drugs, while making patients more manageable, have actually created a need for additional personnel for concomitant psychotherapy, discharge planning, and eventual readjustment to the community. The entire staff plays a role in the care and recovery of patients. The opportunity to use existing psychiatric knowledge fully depends on more adequate staffing than exists currently. Many hospitals, including Boston Psychopathic and Topeka State Hospital, have shown that money spent to increase the staff by substantial numbers has paid off in improved care and in earlier return of patients to the community. In some of Wisconsin's state hospitals, the number of trained personnel presently employed (physicians, nurses and aides, social workers, psychologists, and occupational and recreational therapists) does not meet standards recommended by the American Psychiatric Association. The positions provided by the Legislature, while not entirely adequate, have not been completely filled due to shortages in trained personnel.



Casework interview with relative



Visitors are welcome

County hospitals

In Wisconsin there are 38 county mental hospitals, two in Milwaukee and 36 scattered throughout the state. This system is unique in that over 8,000 patients are cared for in 36 autonomous units, in contrast to the not uncommon practice in other states of caring for this number of patients in one or two large hospitals. The following remarks refer to these 36 hospitals. Their original purpose was to administer custodial care to patients transferred from state hospitals; their present and future function is conceived to be continued treatment of patients no longer needing intensive treatment. With this changing concept of function have come problems and an awareness of limitation. None of the hospitals has a psychiatrist, a psychologist, or a social worker. The physicians spend from two to fifteen hours per week in the county hospital, and in no instance give full time to the institution. Throughout the entire system, there are only eight registered nurses. Less than half of the hospitals have developed an activities program under the direction of an occupational therapist or a trained aide. To compensate in part for the deficiencies in the county hospital program, a state inspector was replaced with a team of consultants — psychiatric nurse supervisor of county hospital services, occupational therapist, social worker, and physician specialist in tuberculosis — whose functions are to survey and evaluate county hospitals resources and needs, to stimulate the development of local facilities, to advise and educate, and



Staff conference with patient



Leaving the hospital

actually to carry out many specific functions (primarily because of lack of local personnel). The Wisconsin county hospital system is considered by many to be potentially good. But at present, the lack of trained staff and the consequent lack of program present one of Wisconsin's most serious mental health problems.

Wisconsin Diagnostic Center

The function of the Wisconsin Diagnostic Center as discussed earlier is primarily to offer psychiatric evaluation leading to the formulation of a treatment-oriented plan which can be carried on outside the Center. The patients are children and adults from institutions and agencies in the Department, adults from county hospitals, and children involved in predisposition referrals from juvenile courts throughout the state. The Diagnostic Center is linked to the University formally through its professional staff and also by the shared training activities in the various fields relating to psychiatry and mental health. During the two years that the Diagnostic Center has been operating, two major needs have become increasingly evident: (1) The imperative need for a residential treatment center for emotionally disturbed children, and (2) the need for rapid expansion of community resources, absence of which now prevents effective carrying out of plans made for patients at the Diagnostic Center.

Training of personnel

The future of Wisconsin's mental health program depends on the knowledge and skills of the staff. A continuous training and educational program is needed at all levels. An approved one-year psychiatric residency training program at Mendota State Hospital has been developed jointly by the Department and the University of Wisconsin Medical School. A further development is an approved 3-year psychiatric residency program joining the University Hospitals, Mendota State Hospital, and the Wisconsin Diagnostic Center that has been planned to begin July 1, 1957. An activity aide training course has been instituted to supplement

the occupational and recreation therapy staffs in the state hospitals and to make possible activity programs in the county hospitals. Internes in psychology are now training in the state hospitals. There is an in-service job training program for social workers in state hospitals and other agencies of the Department. The Department's longest established training program is that for student nurses in the state hospitals. In order to keep up with population increases and to maintain and improve the quality of care, education and training programs at all levels must be accelerated.

Tuberculosis control

Because of crowding, lack of TB treatment facilities, and lack of comprehensive TB control programs, tuberculosis has become a significant medical problem in Wisconsin mental hospitals. In the past two years, a state-wide TB control program has been developed by the Department. A central TB case registry is now in existence; additional TB treatment facilities have been acquired.

Community resources

The greatest asset of any mental health program is the strength of the individual family unit and the traditional community institutions serving the family (churches, schools, courts, etc.).

The growth of community mental health programs in Wisconsin has been significant, but the need and demand far exceeds the supply. There are 16 child guidance clinics but most of them operate part-time with serious staff shortages. There are about 40 psychiatrists in private practice, located in a few metropolitan centers, and again, the demand for their services far exceeds the amount they can give. Public and voluntary social agencies do a great deal of family counselling and casework with troubled children and adults, but they likewise can handle only a fraction of the need. There are many other community programs contributing directly to the emotional well-being of people throughout

the state. Many more resources are needed and the existing ones need to be strengthened and expanded. An adequate program for alcoholic patients continues to be a need since they represent our number four public health problem. Wisconsin had one of the earliest state programs for alcoholics. It was created by the 1947 Legislature and abolished in 1955. The problem of alcoholism continues to confront us, however, and because of this a state-wide advisory committee has met a number of times in 1955 and 1956 and has made recommendations for a new program.

Mental health research

The problems of mental illness are numerous and extremely complex; solutions are frequently elusive. Research in this field is in its infancy. With new knowledge and skills, it is expected that the number of patients in mental hospitals could decrease markedly and a new era of preventive mental health could be accelerated. To accomplish this requires trained clinical and research personnel plus money and time. An immediate goal in Wisconsin is to establish such a research program so that progress in mental health can approach that in general medicine, business, and industry.

The purpose in presenting this case history and discussion was to illustrate some of the services available to the mentally ill in Wisconsin and also to point out shortcomings of the program. Many of the mentally ill who are in Wisconsin hospitals do get well and do return to normal, productive living in their communities. Fewer of them, however, would reach the hospitals if their communities offered more mental health services. Furthermore, they would leave the hospitals faster if staff ratios and programs were more complete. Other states are beginning to prove this. Wisconsin can do the same.

THE MENTALLY RETARDED PERSON

People differ physically from one another. They also may differ in mental ability. Nearly two in every hundred are handicapped to such an extent as to be considered mentally retarded. Approximately one out of ten in the retarded group is so severely handicapped that he must be classified as mentally deficient.

Mental defect is sometimes acquired, sometimes inherited. When acquired, the condition can usually be traced to injury of the developing foetus in the early stages of pregnancy, brain damage at birth, or post-natal injury. Such damage may be centered in a whole constellation of contributing causes. Infection, contagion, and oxygen deprivation are examples.

Available resources

Practically all of Wisconsin's "slow learners" will need special help on the community or state level at some period during their lifetime. Special classes for the educable mentally handicapped and for the trainable child are sponsored by many local school systems through the State Department of Public Instruction. The State Board of Health, through its broad program of services, provides certain physical facilities. The State Board of Vocational and Adult Education, through its Rehabilitation Division, furnishes special vocational training for mentally retarded persons previously certified as employable. The Department operates two residential schools, the Northern and Southern Colonies located at Chippewa Falls and Union Grove respectively, whose function is the care, treatment, and training of patients committed by the courts. A third institution, the Central Colony and Training School, authorized by the 1953 Legislature, is to be constructed at Madison. This institution will



One problem is solved

have a higher degree of medical orientation, and in addition to relieving the overcrowding at Northern and Southern Colonies will be excellently located to carry on necessary study and research.

Establishment of an advisory and counselling relationship between the Department and the county hospitals coordinates the programs of care and training for the mentally deficient patients housed in 35 county institutions.

Personal services

Wisconsin's program for the mentally handicapped is essentially one of personal services. The job is to help handicapped people and wherever possible help them to help themselves. In a good training program, every possible block to learning must be removed. Special attention must be given to physical disabilities which can be corrected in whole or in part. Hearing loss, speech defects, poor eyesight, dental defects, mental stresses, orthopedic difficulties, nutritional imbalance, etc., are road blocks to learning. Medical, psychiatric, dental, and nursing services help to increase learning readiness, thus enhancing the patient's learning potential to meet his social and economic needs.



*Orthopedic shoes made by
Waupun prisoners*

Basic goals

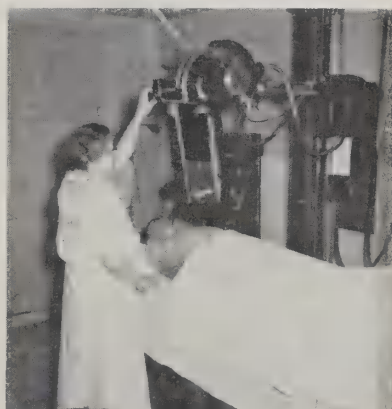
Haphazard and piecemeal programs of training for the mentally handicapped have no place either at the community level or in the state's residential schools. Essentially, a positive and constructive program must have two basic goals: (1) the development of self-sufficiency to the fullest possible extent in the business of making a living, and (2) in making living worthwhile and meaningful. One's success in the work-a-day world is largely measured

by his skills at his job and his attitudes toward it, on his ability to be calm in a crisis, and on his ability to get along with his family, the people with whom he works, his neighbors, and his friends. Economic competence thus achieved, however, is incomplete unless enrichment of deeper significance is woven into one's pattern of development. Three prime needs of human beings everywhere must be satisfied: (1) the desire to belong and to be identified with a group, (2) the desire for recognition of honest achievement, and (3) the desire for security which comes from a deep and abiding faith in God. Unless well-conceived and complete programs for our mentally retarded are provided—programs which are positive, challenging, stimulating, which provide for conscious choice and judgment on the part of the mentally handicapped on progressively selective levels, which provide for practical “learning by doing” experiences — society cannot hope to be too successful in helping the handicapped to develop their full potentials of social and economic competency.

Keys to successful program

Equipment, supplies, and well-trained personnel are the keys to good service-training programs. The importance of securing without delay sufficient numbers of highly trained personnel in the areas of medicine, psychiatry, dentistry, psychology, nursing, education, social service, and the special therapies cannot be over-emphasized. Inability to recruit quality people in the proper numbers can adversely affect the program.

In the final analysis, the quality, economy, and efficiency of a program depends on the level of training, ability, and personal interest of those who are in positions of responsibility.



A look inside

Trained, experienced, and research-oriented men and women will attract high caliber person-

nel from the ranks of students in the fields of medicine, social work, psychology, and education.

The best trained surgeon helps a patient to recover his health quickly and as fully as possible. In the same way the rehabilitation, care, and treatment of the retarded depend on the skill, knowledge, and experience of the medical personnel, social workers, teachers, psychologists, nurses, etc., who are the integral part of the program. Ultimately, money invested in staff will return dividends in the long-range program. Any research that will point toward a possible reduction in the incidence of mental retardation, or toward better care of custodial cases and more efficient teaching methods will bring immeasurable economic and human benefits.

The future

The long-term prospects for adequately meeting the needs of Wisconsin's mentally handicapped are bright. In the past few years awakened interest on the part of citizens and public officials on state and community levels, a growing liaison between the professions of medicine and education, the organization of parent groups, closer and more cooperative relationships between parents and institution personnel, better rapport between state and local communities have promoted wider citizen understanding and appreciation of the needs of the mentally handicapped. This, in turn, has led to an acceptance of the responsibility for meeting these needs. The public now more fully understands the wisdom of providing a program of treatment and training to meet needs of the handicapped. There is also growing support for a relatively new program of inquiry into causes responsible for the creation of mental handicap.

If state officials, workers in the field, parents, and other Wisconsin citizens consistently and continuously recognize the

fact that the mentally handicapped whom we serve are the most important individuals concerned because our program is for them, then there is real hope for the future.



Summertime fun

OTHER SERVICES

Relief to needy Indians

Payment out of state appropriations is authorized by statute for relief granted to needy Indians. The grants are made by county agencies designated by the Department. During June 1956, 104 families received relief under this program, the average grant per family being \$53.82. The total cost of the program for the biennium was \$196,085.

State dependents

Prior to 1953 the appropriation for the State Dependents' program was specified as a "sum sufficient." This assured 100 percent reimbursement to counties for all claims approved by the Department. The 1953 Legislature limited the appropriation to \$75,000 for the years ending June 30, 1954, and 1955. This necessitated prorating the amount among the counties according to the amount due them. The 1955 Legislature raised the appropriation to \$125,000 for the years ending June 30, 1956, and 1957.

For the fiscal year ending June 30, 1955, claims totaling \$231,862 were filed; \$34,340 were disapproved because the grants did not meet statutory requirements of eligibility for reimbursement. The net total due the counties after deductions for recoveries reported and field audit exceptions was \$179,688. The reimbursement of \$75,000 represented 41.7 percent of the net amount due the counties.

For the fiscal year ending June 30, 1956, a total of \$205,678 was filed in claims; \$39,225 were disapproved. The net total due the counties after deductions for recoveries reported and field audit exceptions was \$163,405. The reimbursement of \$125,000 represented 76.5 percent of the net amount due the counties.

Student loans

The Student Loan Fund in completing its twenty-third year

of operation showed a cash balance of \$76,750, with promissory notes outstanding in the amount of \$151,180.

Rules governing the Fund permit loans to needy students for fees not to exceed \$200 per year and for partial maintenance not to exceed \$120 per semester. From the beginning of the program in 1933 to July 1, 1956, approximately 9,300 accounts, representing 28,000 promissory notes, had been processed.

During the biennium loans totaling \$70,900 were made to 264 students, an average of roughly \$270 per student. During the same period payments received on loans amounted to \$50,786 for principal and \$5,029 for interest.

STAFF SERVICES

The Department provides services which will assist institutions and operating divisions to achieve their authorized program goals. Technicians provide services in the fields of budgeting, personnel, accounting, purchasing, engineering, farming, food service, safety, research and statistics, collection and deportation, and emergency welfare services for civil defense.

Budgeting

Through budget procedures and hearings, the present and future needs of the institutions and administrative services are determined. These determinations are presented to the Governor and the Legislature and become the basis for the appropriations by which the institutions and services exist and develop.

Accounting

The central accounting office, by means of an IBM accounting system, maintains appropriation, allotment, and expenditure controls so as to insure that funds are expended in accordance with authorized program plans. The IBM equipment is utilized to record all fiscal transactions, including preparation of payrolls,

as well as the tabulation of statistical material. Financial statements are tabulated in detail so as to provide management with an accurate financial appraisal of the various programs.

Personnel

Personnel management services include all activities designed to assure maximum return on the salary dollar. Training programs have been established and continued in many areas where there was need to increase employee proficiency and promotional potential. With prospects of continued shortages in the number of skilled workers in some fields of work, work-study programs were developed whereby untrained workers have been employed on a part-time basis while continuing their studies in accredited schools, with the understanding that they would continue employment on a full-time basis upon completion of the academic requirements of the particular field. These programs have helped materially in reducing the number of vacant positions.

The Personnel Section also administers a performance rating program designed to evaluate and record the performance of every employee of the Department. Other services performed include the preparation of payrolls, maintenance of central personnel records, and the handling of employee problems.

Purchasing

The State Bureau of Purchases is, by statutory authority, the agency which purchases or delegates authority to purchase all necessary supplies and equipment for all state departments. The Department's purchasing agent provides facilitative services by clearing institution and division requirements through the State Bureau of Purchases. He is also responsible for establishing and maintaining sources of supply to meet institution requirements and to keep institutions informed with respect to procurement possibilities and procedures.

Food services

The Department's nutritionists have as their objectives the serving of nutritious, wholesome food and the promotion of certain social values. The service of food provides values for inmates and patients in addition to the food itself. Institutions are using their facilities for good nutrition, better care and training, and for the social development of the individual. Planning food service arrangements requires consideration of objectives for each



group. The child learning to handle eating utensils must be able to concentrate on this job; the school age child must have opportunity for learning table manners, for table conversation; and the adult can find in cafeteria service opportunities for self-help, for making decisions, and for developing responsibility.

Farm operations

Twelve farms, totalling some 13,000 acres, are operated solely for the welfare of the more than 8,500 inmates and patients cared for in the twelve institutions under the jurisdiction of the Department. Their operation provides a secure and ample supply of basic foods while providing a healthful training program for those fitted for such an activity. These farm operations whose revenues total almost a million dollars a year, provide food at a reasonable cost.

Engineering services

Two engineers provide technical assistance in the operation of the institution physical plants. They supervise a staff of craftsmen who are assigned to specific projects when institutions are faced with problems of a nature and size that cannot be handled by the institution maintenance staff. They also prepare plans and specifications for equipment installations and remodelling or minor construction projects, give other technical assistance as required, and supervise the operation of the Waupun Central Warehouse.

Fire and safety program

The employment of a Safety Supervisor and the provision of adequate funds have made it possible to provide, by the construction of safety facilities, a much greater margin of safety to the persons in the institutions under the jurisdiction of the Department.

An additional source of protection has been the development of training programs for employees and inmates to meet the hazards of fire and storm.

Research and statistics

Most operating agencies, whether public or private, require some internal organization of staff to carry on a program of continuous fact-finding (statistics) and to obtain answers if possible to specific questions or problems (research). Most state welfare, correctional, or mental hygiene agencies have some specialized staff carrying out these functions.

The Bureau of Research and Statistics has immediate responsibility for corrections and mental hygiene program statistics and to coordinating responsibility for research and statistics with respect to the Department's other operating programs. It has installed an IBM system for compiling data on the movement and characteristics of all persons coming under supervision and treat-

ment of its correctional and mental hygiene services, including those in the county mental hospitals. These data have many uses, but are particularly important means for observing trends and evaluating existing programs.

During the biennium the Bureau, cooperating with the State Board of Health, attempted for the first time to obtain basic information about child guidance and out-patient psychiatric clinics. This effort is geared to a nation-wide reporting plan being developed by the National Institute of Mental Health. It will provide much needed data on the activities, services to patients, and costs of those clinics, which are becoming an increasingly important community resource for prevention and early treatment of mental illness.

Activities of a research nature have been largely developmental thus far. Basic to any program of statistical research, of course, is the establishment of adequate means for collecting and tabulating needed information. This has been largely achieved. The extent to which these means can be fully utilized in carrying out a planned program of applied research will depend upon the specific research needs of the Department, personnel available to the Bureau and operating divisions for doing research, and availability of resources such as the University and foundations.

The Bureau itself is not sufficiently staffed to conduct a large scale research program. It is engaged in several projects such as follow-up studies on mental patients and criminal offenders. Its staff of necessity will have to concentrate largely on small scale projects of immediate administrative value.

The Bureau prepares the Department's quarterly and biennial reports to the Governor and other reports on a routine and special basis as required by the Department. To present these reports in an attractive form, the Bureau has the services of an illustrator who is responsible for the art work in the Department.

Collection and deportation

Wisconsin patients are admitted to state and county mental

hospitals without prior means tests. However, patients, parents of minor children, and spouses are liable for the per capita cost of care, or less, on the basis of ability to pay.

The Bureau of Collection and Deportation has the responsibility of reviewing ability to pay in each case and in assisting persons to plan for payment. This involves guardianships, estates, insurances, and a variety of financial circumstances. It performs a similar function for the Wisconsin General Hospital.

During the 1954-1956 biennium collections amounted to \$4,478,114 compared with \$3,684,719 in 1952-1954. Such collections are prorated between the state and counties as a credit in the annual settlement of the accounts for their shares in the costs of operating the hospitals.

Deportation and importation functions are based on interstate reciprocal agreements whereby patients are returned to their states of residence. A related function is the transfer of patients between state and county hospitals.

The Chief Counsel also renders general legal services to the Department, and coordinated efforts are pointed at maintaining a sound program of public welfare.

Emergency welfare services for civil defense

During the biennium, the Wisconsin Legislature amended the State Civil Defense Act and delegated to the Department the responsibility for establishing a State plan for organization, administration, and operation of emergency welfare services for civil defense.

In general the emergency welfare program for civil defense involves a program which will be able to meet the immediate and long term needs of all persons displaced from their homes during an emergency. In addition, the Department has the specific responsibility of planning for the evacuation and care of all persons in charitable and penal institutions.

Implementation of this broad program requires the Depart-

ment Director, who was also appointed co-director of Emergency Welfare Services for Civil Defense by the State Civil Defense Director, to establish an organizational plan. This plan divides Emergency Welfare Services into four functional services: Mass Care, Registration and Information, Family Rehabilitation, and Child Care.

In effect the statutory delegation has broadened the responsibility of the Department to the people of the state to the extent that emergency welfare services for civil defense is now a normal function and on-going responsibility of the Department. In addition, this and related responsibilities have been projected to county departments of public welfare.

With the approval of the Governor and the State Civil Defense Director, the Department has entered into an agreement with the Federal Department of Health, Education, and Welfare, Social Security Administration. Under this agreement the Department is designated as the agency to plan for and, in case of civil defense emergency, administer the programs of emergency financial assistance and of emergency clothing under the Federal Civil Defense Program.

TABLES . . .

Table 1

Persons Receiving Services From the State Department of Public Welfare
or From Local Agencies Under Its Supervision
as of June 30; 1954 and 1956

Operating Division	June 30		Change
	1954	1956	
TOTAL¹	110,257	108,716	—1,541
In public institutions	22,858	23,301	+ 443
Not in public institutions	87,399	85,415	—1,984
Children and Youth	8,243	9,061	+ 818
Corrections	6,114	6,835	+ 721
Mental Hygiene	19,644	20,201	+ 557
Public Assistance	78,556	74,919	—3,637

¹ Total has been adjusted for the approximately 2,300 children who were receiving both child welfare services and public assistance.

Table 2

Expenditures of the State Department of Public Welfare
Bienniums 1952-54 and 1954-56

Division or Unit	1952-54	1954-56	Change
TOTAL	\$124,689,860	\$140,859,912	+\$16,170,052
State funds	75,884,892	94,485,748	+ 18,600,856
Federal funds	48,804,968	46,374,164	— 2,430,804
Executive	412,746	449,632	+ 36,886
Administration	154,721	174,406	+ 19,685
Collection and Deportation	258,025	275,226	+ 17,201
Business Management	775,668	867,175	+ 91,507
Children and Youth	4,021,815	4,404,335	+ 382,520
Corrections	10,093,245	13,815,260	+ 3,722,015
Mental Hygiene	24,369,092	38,363,134	+ 13,994,042
Public Assistance	85,017,294	82,960,376	— 2,056,918

Table 3
Number of Persons Employed by the State Department of Public Welfare
on June 30, 1954 and June 30, 1956
by Division or Unit

Division or Unit	June 30 1954	June 30 1956	Change
TOTAL	3,439	3,894	+ 455
Executive	40	43	+ 3
Staff	10	13	+ 3
Parole Board	2	2	—
Collection and Deportation	28	28	—
Business Management	120	129	+ 9
Staff	31	34	+ 3
Field Offices	63	66	+ 3
Other	26	29	+ 3
Children and Youth	213	214	+ 1
Staff	128	128	—
Child Center	85	86	+ 1
Corrections	962	1,065	+ 103
Staff	25	27	+ 2
Field Services	122	149	+ 27
State Prison	342	356	+ 14
State Reformatory	175	181	+ 6
Home for Women	74	94	+ 20
School for Boys	138	151	+ 13
School for Girls	86	107	+ 21
Mental Hygiene	1,984	2,319	+ 335
Staff	8	11	+ 3
Alcohol Studies	3	—	— 3
Diagnostic Center	9	73	+ 64
Mendota State Hospital	404	455	+ 51
Winnebago State Hospital	471	545	+ 74
Central State Hospital	148	147	— 1
Northern Colony	532	626	+ 94
Southern Colony	409	462	+ 53
Public Assistance	120	124	+ 4
Staff	84	85	+ 1
Services to the Blind	36	39	+ 3

Table 4
Children¹ Receiving Casework Services
Division for Children and Youth
as of June 30; 1953-1956

Living Arrangement	June 30			
	1953	1954	1955	1956
TOTAL	1,893	1,900	2,020	2,236
In Wisconsin Child Center	88	93	93	90
Not in Wisconsin Child Center	1,805	1,807	1,927	2,146

¹ Committed to State Department of Public Welfare.

Note: Excludes approximately 200 children receiving casework services who were not under commitment to the Department.

Table 5
Living Arrangement of Children Receiving Casework Services
From Child Welfare Agencies, June 30, 1956

Living Arrangement	Total	Division for Children and Youth	County Agencies	Licensed Voluntary Agencies
TOTAL	12,901	2,234	7,007	3,660
Home of Parents	4,360	170	3,477	713
Home of Relatives	836	102	567	167
Adoptive Home	921	283	182	456
Free Home	194	24	98	72
Boarding Home	4,239	1,379	2,008	852
Work or Wage Home	87	16	36	35
Institution	1,496	136 ¹	290 ²	1,070
Elsewhere	768 ³	124	349	295

¹ 87 in Wisconsin Child Center; 49 in other child welfare institutions.

² 207 in Milwaukee County Children's Home; 83 in voluntary institutions for which the counties provide casework services.

³ Includes 333 for whom primary services were given by another agency.

Table 6
Expenditures of the Division for Children and Youth
From State and Federal Funds
Bienniums 1952-54 and 1954-56

Source and Use of Funds	1952-54	1954-56	Change
TOTAL	\$4,021,815	\$4,404,335	+ \$382,520
State funds	3,640,594	4,042,717	+ 402,123
Division for Children and Youth	2,774,990	3,255,403	+ 480,413
Salaries	930,483	1,027,744	+ 97,261
Travel, material and other	207,559	236,956	+ 29,397
Foster care payments	1,636,948	1,990,703	+ 353,755
Wisconsin Child Center	865,604	787,314	— 78,290
Salaries	644,415	606,269	— 38,146
Material and other	221,189	181,045	— 40,144
Federal Child Welfare Funds	352,581	348,655	— 3,926
Federal Indian Boarding Funds	28,640	12,963	— 15,677

Table 7
Average Daily Population Under Supervision of Division of Corrections
Fiscal Years 1952-53 to 1955-56

Institution or Service	1952-53	1953-54	1954-55	1955-56
TOTAL	5,501	5,838	6,317	6,728
Institution Supervision	2,340	2,567	2,711	2,779
Adult	2,001	2,208	2,256	2,296
State Prison	1,317	1,414	1,411	1,455
State Reformatory	585	659	696	700
Home for Women	99	135	149	141
Juvenile	339	359	455	483
School for Boys	230	231	310	314
School for Girls	109	128	145	169
Field Supervision	3,161	3,271	3,606	3,949
Probation	1,622	1,760	1,911	2,056
Parole	1,539	1,511	1,695	1,893

Table 8
Expenditures of the Division of Corrections
Bienniums 1952-54 and 1954-56

Use of Funds	1952-54	1954-56	Change
TOTAL	\$10,093,245	\$13,815,260	+\$3,722,015
Administration and Field Services	1,449,382	1,809,741	+ 360,359
Salaries	1,183,703	1,477,580	+ 293,877
Travel, material and other	265,679	332,161	+ 66,482
Institutions	8,643,863	12,005,519	+ 3,361,656
State Prison	3,558,029	5,105,219	+ 1,547,190
State Reformatory	2,010,243	3,187,080	+ 1,176,837
Home for Women	805,532	1,008,337	+ 202,805
School for Boys	1,432,280	1,720,333	+ 288,053
School for Girls	837,779	984,550	+ 146,771

Table 9
Financial Statement of Prison and Reformatory Industries
Biennium 1954-56

Industry	Gross Revenue	Expenditures	Net Revenue
TOTAL	\$3,328,534	\$3,266,328	\$62,206
Prison industries	3,190,664	3,129,929	60,735
Metal	1,287,512	1,176,350	111,162
Laundry	338,082	267,344	70,738
Printing and Binding	93,603	78,742	14,861
Paint	161,280	148,374	12,906
Shoe	59,431	60,012	— 581
Cannery	199,384	198,256	1,128
Clothing	258,111	239,219	18,892
Binder Twine	296,019	471,846	—175,827
Central Generating	497,242	489,786	7,456
Reformatory industries	137,870	136,399	1,471
Automobile body shop	89,914	87,254	2,660
Clothing	47,356	49,145	— 1,789
Granite	600	—	600

Table 10
Average Daily Populations
Wisconsin State and County Mental Institutions
Fiscal Years 1952-53 to 1955-56

Institution	1952-53	1953-54	1954-55	1955-56
TOTAL	17,609	17,826	18,234	18,229
State institutions	5,142	5,263	5,518	5,591
Hospitals	2,257	2,262	2,340	2,362
Mendota	827	833	865	883
Winnebago	1,103	1,095	1,129	1,133
Central	327	334	346	346
Colonies	2,885	3,001	3,178	3,229
Northern	1,825	1,834	1,803	1,818
Southern	1,060	1,167	1,375	1,411
County institutions	12,467	12,563	12,716	12,638
Milwaukee	3,707	3,800	3,934	3,970
Others	8,760	8,763	8,782	8,668

Table 11
Expenditures of the Division of Mental Hygiene
From State and Federal Funds
Bienniums 1952-54 and 1954-56

Source and Use of Funds	1952-54	1954-56	Change
TOTAL	\$24,369,092	\$38,363,134	+ \$13,994,042
State Funds	24,313,630	38,311,731	+ 13,998,101
Division of Mental Hygiene	171,968	204,918	+ 32,950
Administration	78,602	138,668	+ 60,066
Bureau of Alcoholic Studies ¹	32,366	16,250	— 16,116
State Aid to			
Alcoholic Treatment Centers	61,000	50,000	— 11,000
State Institutions	15,961,806	28,214,920	+ 12,253,114
Mendota State Hospital	3,482,482	8,553,714	+ 5,071,232
Central State Hospital	1,300,650	1,673,910	+ 373,260
Winnebago State Hospital	3,954,912	7,494,923	+ 3,540,011
Diagnostic Center ²	—	703,436	+ 703,436
Northern Colony	4,045,445	5,415,002	+ 1,369,557
Southern Colony	3,178,317	4,355,418	+ 1,177,101
Central Colony ²	—	18,517	+ 18,517
State Aid to			
County Mental Hospitals	8,179,856	9,891,893	+ 1,712,037
Federal Mental Health Act Funds	55,462	51,403	— 4,059

¹ Discontinued during 1954-56 biennium.

² Initiated during 1954-56 biennium.

Table 12
Expenditures for Public Assistance, Biennium 1954-56
by Program and Source of Funds

Program	Total	Source of Funds		
		Federal	State	Local
TOTAL	\$125,202,825	\$45,832,021	\$36,269,689	\$43,101,115
Old Age Assistance	65,329,744	30,156,770	22,808,778	12,364,196
Aid to Dependent Children	27,195,899	10,553,382	9,187,493	7,455,024
Aid to the Blind	1,857,211	856,729	638,325	362,157
Aid to the Disabled	2,572,613	817,937	993,703	760,973
General Relief	18,123,641	22,000 ¹	524,013	17,577,628
County and State Administration	10,123,717	3,425,203	2,117,377	4,581,137

¹ From U.S. Bureau of Indian Affairs.

Note: This table excludes costs of Services to the Blind. See Table 14.

Table 13
Average Number of Public Assistance Recipients
and Average Monthly Expenditures
Years Ending June 30, 1955 and 1956

Program	1954-55		1955-56	
	Average number of recipients	Average monthly expenditures	Average number of recipients	Average monthly expenditures
TOTAL	104,957¹	\$4,826,945	97,477¹	\$4,762,980
Old Age Assistance	44,240	2,716,002	42,312	2,728,143
Aid to Dependent Children	30,733	1,115,818	30,988	1,150,507
Aid to the Blind	1,161	76,658	1,119	78,109
Aid to the Disabled	1,124	101,053	1,165	113,332
General Relief	28,094	817,414	22,276	692,889

¹ Duplication resulting from persons who received general relief to supplement another type of public assistance has been eliminated.

Table 14
Expenditures of Services to the Blind
From State and Federal Funds
Bienniums 1952-54 and 1954-56

Source and Use of Funds	1952-54	1954-56	Change
TOTAL	\$825,294	\$858,666	+ \$33,372
State Funds	710,789	729,544	+ 18,755
Administration	129,115	141,878	+ 12,763
Field services	59,677	72,695	+ 13,018
Vocational rehabilitation	23,404	26,496	+ 3,092
Workshop, vending stands, and homework	498,593	488,475	— 10,118
Federal Funds for vocational rehabilitation	114,505	129,122	+ 14,617

THIS REPORT is a product of the trades training program which is being carried on at the Wisconsin State Prison at Waupun as part of the rehabilitative work of the institution. Composition and presswork are the handiwork of inmates, virtually all of them without previous experience in the printing trades.



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*Biennial
Report*

1956-1958

STRIDES IN WELFARE SERVICES

WISCONSIN STATE DEPARTMENT OF PUBLIC WELFARE
State Capitol Madison, Wisconsin

STATE OF WISCONSIN

HONORABLE VERNON W. THOMSON, *Governor*

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JOHN T. PETERSIK, M.D., <i>Supt.</i>	- - - - -	<i>Winnebago State Hospital</i>
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JOHN M. GARSTECKI, <i>Supt.</i>	- - - - -	<i>Southern Colony and Training School</i>
HARVEY A. STEVENS, <i>Supt.</i>	- - - - -	<i>Central Colony and Training School</i>

CHILD WELFARE INSTITUTIONS

JOHN F. HOLMES, <i>Supt.</i>	- - - - -	<i>Wisconsin Child Center</i>
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VERNON W. THOMSON
Governor

STATE OF WISCONSIN
STATE DEPARTMENT OF PUBLIC WELFARE
MADISON, WISCONSIN

December 1, 1958

The Honorable Vernon W. Thomson
Governor of Wisconsin
State Capitol
Madison, Wisconsin

Sir:

It is my pleasure and duty to submit to you the biennial report of the State Department of Public Welfare for the fiscal years 1957 and 1958. We have given it the title "Strides in Welfare Services."

Our aim in this report is to combine compliance with statutory requirement with a factual statement which focuses on major problems and activities during the biennium. A detailed report on every Department activity would result in a volume of monumental proportions. It has been necessary to be selective. The problems selected have not all been solved. Their treatment in this report is intended to show process and search for solutions. It is entirely possible that agreement may not be unanimous as to process or problem selection. While we recognize that possibility, we feel very strongly that a report of this kind must tell factually and understandably what is being done. Greater public understanding should expedite earlier arrival at suitable goals in the public welfare field.

It is most appropriate that on behalf of the State Board of Public Welfare, my over 4000 staff associates in this Department and myself, there should be recorded our very real appreciation for the sympathetic consideration you have continuously given to the development of welfare services in our State.

Respectfully,
Wilbur J. Schmidt
Director



WILBUR J. SCHMIDT
Director

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STRIDES IN WELFARE SERVICES

Wisconsin's basic concept of public welfare is very much the same as it was one hundred years ago. There has been no lessening in the feeling that persons who need help of one sort or another should receive it and that at the same time they should be encouraged to help themselves if they can. On the other hand, there has been a dramatic evolution in recent times in the kinds of services and facilities provided for those who need them as well as in the quality of the staff who provide the necessary personal services. This report will review some of the important strides that have been made in public welfare services during the past biennium.

When Wisconsin became a state, help was given on an informal basis by the more fortunate settlers to those less fortunate. As the population expanded and as social and environmental complexities multiplied, such a scheme for helping others became increasingly more difficult to manage. Finally, institutions and agencies were developed to serve the needs in specific areas; almshouses, asylums, relief for the poor, jails, etc. Some used church funds, others used private funds, and still others used public funds.

In 1871 the Legislature created the State Board of Charities and Reform to administer public charity and correction. Ten years later, it created a State Board of Supervision of Wisconsin Charitable, Reformatory, and Penal Institutions. The two State Boards could not function effectively because of

overlapping duties and responsibilities. So in 1891 the Legislature established the State Board of Control of Wisconsin Reformatory, Charitable, and Penal Institutions which combined the functions of the two previous State Boards, both being abolished by the act. This single Board composed of six members (reduced to three members in 1917) was in existence until 1939. The 1939 Legislature, after a period of widespread interest and discussion, established the State Department of Public Welfare in very nearly its present form. A Board of Public Welfare consisting of seven members (increased to nine in 1949) was constituted to exercise powers and duties specified in the law as regulatory, advisory, and policy-forming, not administrative or executive.

In addition to the Board the Department consists of the Director and his executive staff; five Divisions, Business Management, Children and Youth, Corrections, Mental Hygiene, and Public Assistance; and two Bureaus, Collection and Deportation, and Research and Statistics. The organizational structure of the Department and primary functions of each of the Divisions are shown in Chart 1. Functions other than those performed by Divisions and Bureaus are shown as Parole Board, Special Review Board (sex deviate parole), civil defense, and administrative analysis.

At any given time more than 100,000 persons within the state receive specialized services or financial assistance from the Department or from county public agencies under its supervision. While some of these persons are helped to meet temporary,

[illegible]

though urgent, crisis situations in their lives, others are helped for long periods of time. This help is both institutional and non-institutional.

Annual operating expenditures for the Department total seventy-three million dollars, of which about one-third is paid from federal funds and about two-thirds from state funds. Beside these state and federal expenditures, about twenty-two million dollars of local funds are spent for the public assistance programs. Thus, many people benefit from the welfare services, and much is spent to provide the needed facilities and services.

During the biennium covered by this report strides have been made by the Department in terms of both direct and indirect services to the people. Buildings have been remodeled or built at a cost of \$9,800,000 as required to provide better facilities for better care of patients and inmates who must be in institutional surroundings. Increased emphasis has been placed upon staff development, training, and recruitment of Department personnel so that those who are engaged in providing public welfare services will be better equipped to do the job. New approaches to prevention, treatment, diagnosis, and the various on-going services have been carefully examined and tried out.

Some of the strides in public welfare services are discussed in this report to the people of Wisconsin. The hope is to help everybody understand the ways in which the Department and its personnel fulfill their responsibilities to their fellow citizens.

CONSTRUCTION AND REMODELLING OF INSTITUTIONS

Building construction projects totalling about \$9,800,000 were completed and placed into operation during the biennium. Major projects completed include: (1) a 200-bed continuous treatment building and food services and laundry building at Winnebago State Hospital, (2) a 200-bed continuous treatment building at Mendota State Hospital, (3) an education and rehabilitation building at Southern Colony, (4) an industry building and segregation cell hall at the Prison, and (5) a new heating plant at the Reformatory.

Projects under Construction

Projects totalling about \$3,700,000 under construction in June 1958 included two infirmary buildings and residences at the new Central Colony, a reception center building at the new School for



New education and rehabilitation building at Southern Colony

Boys at Wales, and a number of fire protection projects at all institutions.

Projects being Planned

The Department has approximately \$13,000,000 in projects which were in the planning stage. Major projects included: (1) a maintenance building at Winnebago State Hospital, (2) major renovation of heating system and a laundry building at Northern Colony, (3) a nursery building at Central Colony, (4) a 600-bed medium security prison at Fox Lake, (5) nine cottages at the new School for Boys at Wales, (6) a 250-bed School for Boys in the Kettle Moraine forest near Plymouth, (7) a medical, administration, reception, and security building at the School for Girls, and (8) a new administration, education, and vocational building at the Wisconsin Home for Women.



New school for boys at Wales

Long-term Program

A future building program for the Department calling for systematic remodelling and upkeep, re-

placement, and expansion of institutional buildings was presented to the State Building Commission. The program proposes projects totalling approximately \$43,000,000 to be undertaken in the 1959-65 period. It includes such major proposals as:

1. Razing old buildings at state mental hospitals and replacing them with modern facilities, thus permitting improvement of the state mental hospitals as medical institutions to the end that the ever-growing need for more beds can be restrained even in the face of an increasing state population;
2. Continuing the expansion of the new Central Colony toward a 1,500-bed capacity to increase the space available for an ever-growing number of mentally defective individuals;
3. Building a new infirmary building at Northern Colony and special cottages for emotionally handicapped children at both Northern and Southern Colonies in order to permit better handling of patients with special problems;
4. Creating a psychiatric treatment facility for adult offenders, either separately or as an addition to an existing institution, with no lessening of the protection demanded by society;
5. Adding more dormitories and an administration-education building at the Home for Women;
6. Setting up a minimum security forestry camp for fifty juveniles to be screened from the anticipated excess in capacity populations

at the new Wales and Kettle Moraine Boys' Schools;

7. Constructing a residential treatment center with a capacity of twenty-five to thirty beds to be used for treatment of emotionally disturbed children in the age group of six to twelve;
8. Establishing nine group homes, each of which would provide group care for a maximum of eight dependent, neglected, or delinquent children;
9. Rebuilding the Child Center to provide facilities to house 125 of the more difficult and disturbed delinquent and handicapped children; and
10. Constructing a segregation, receiving, and infirmary unit at the Reformatory.

BETTER FOOD SERVICES AT INSTITUTIONS

Progress in food management shows in food supply, food preparation and service facilities, and in staffing of food service units. Appetizing meals of good nutritive value and the efficient use of equipment and personnel have received primary emphasis. Further strides need to be made.

Food Supply

The types of food purchased reflect the technological changes occurring in the nation's food supply. Frozen vegetables, fruits, and fruit juices have partially replaced certain canned products, with ad-

vantages both in quality and price. More frequent delivery of such products, in contrast to yearly purchase of canned foods, distributes the cost and the supply throughout the year.



Modern cooking facilities at institutions

Concentrated food materials such as tomato paste, powdered skim milk, and triple strength tomato and citrus fruit juices afford good nutritive value while saving labor, storage space, and carrying charges. Other storage and labor saving foods, such as powdered and flaked potatoes and vegetable purees, are being studied for specialized feeding problems.

Good use has been made of the commodities donated by the U. S. Department of Agriculture.

The eligible institutions have received enriched and whole wheat flours, powdered skim milk, cheese, butter, rice, and cornmeal. The savings, accruing from the use of these foods, has made the purchase of a wider variety of foods possible.

Institutional farms and gardens have supplied many commodities including vegetables, fruits, milk, cream, butter, eggs, chickens, turkeys, beef, and pork in substantial quantities. Vegetables grown at the Central State Hospital, and vegetables and apples grown at the Reformatory, at Winnebago State Hospital, and the Prison have been canned at the prison cannery for use by all institutions. Institutions that have gardens and freezing facilities have been able to freeze some garden surpluses for use in winter.

Nutritive Value of Dietaries

The "Essentials of an Adequate Diet," published by the U. S. Department of Agriculture in 1957 as a food guide for the general population, has been used to set up minimum standards for institutional dietaries and to provide a means of checking their adequacy. This guide is expressed in food groups: the milk group, the meat group, three vegetable-fruit groups, the cereal group, etc. A conversion table has been developed so that a standard weight per person per day may be calculated for each food group. These calculations of daily quantities of foods make possible time-to-time comparisons in the same institutional dietary, and correlation of dietaries between different institutions.

Two institutions, the Reformatory and Winnebago State Hospital, have organized their stock

and subsistence reports according to these groups. Others plan to do so.

Food Service Facilities

Improvements in the dining rooms, kitchen and bakery, meat cutting rooms, and storage facilities at Winnebago State Hospital represent many strides forward. They are the culmination of years of planning on the part of the institutional staff. A new installation of food service equipment has been planned for the former Southern Colony gymnasium now being adapted for patients' residence. New service counters and a dishwashing assembly have also been planned for Northern Colony.

As new buildings with new and larger equipment have been put into use at the hospitals for the mentally ill, food service equipment previously in use has been transferred to other institutions. Examples include a dishwashing assembly from Mendota



New dish washing equipment used at institutions

State Hospital to the Home for Women; and cafeteria-type serving counters from Mendota and Winnebago to the Reformatory. This equipment of stainless steel and of good design will give years of service in these new locations.

Personnel

Managing chefs in charge of six institutional food services now have a total of 44 years of service to their credit. Eight dietitians work either as administrators or as assistants in five institutions. A dietitian has been added to the Division of Business Management extending the work of the nutritionist. A dietitian is to begin work in the soon-to-be-occupied Central Colony

The chefs, dietitians, and other food service personnel merit recognition for the excellent work they do every day in the exacting job of dietary management in which forward strides continue to be shown.

**USING A THERAPEUTIC COMMUNITY
APPROACH IN MENTAL
HOSPITAL TREATMENT**

In 1956 successful training programs for psychiatric resident physicians and students in related fields were in full swing at Mendota State Hospital. Modern treatment methods were being utilized. Group and individual psychotherapy were becoming increasingly available to patients. Doctors saw patients more frequently. Nurses, psychiatric aides, doctors, social workers, and activity-therapists were consistently improving their teamwork.



New treatment building at Mendota State Hospital

**Facilities and Trained Personnel
Are Not Enough**

It was apparent, however, that some significant element was lacking — that facilities and trained personnel were not enough in themselves. Personnel were resigning their jobs for others which might offer more personal satisfaction. Aides were working their required hours, but taking headaches home with them. The ward atmosphere in general contained many tensions. Some of the patients being “cared for” were not benefiting by curtailment of some of their usual activities and responsibilities and their passive role in treatment. They seemed to be losing rather than making progress. Some affected by this enforced passivity were reflecting their anxiety in symptoms and behavior more trying to other patients and personnel. This often led to punitive restrictions or to transfer to another ward. Ward personnel faced with management of a particularly trying patient seemed in constant fear of criticism of their methods or of censure should they lose con-

trol and give vent to pent-up irritable feelings. Protests and open revolt occasionally developed on the more tense wards. The entire ward situation seemed to be operating at cross-purposes, undoing what was being promoted through the more technical methods of treatments.

The Problem is Common in Mental Hospitals

This problem has been universal in mental hospitals. Many and varied attempts have been made in recent years to alter ward organization and atmosphere, to change or neutralize anti-therapeutic factors, and to eliminate antiquated and useless rules and regulations. The term "milieu therapy" has come into use to describe attempts made to utilize the ward and its social organization in a therapeutic way. In their search for an adequate approach, members of Mendota's staff became interested in the "Therapeutic Community" developed in recent years by Dr. Maxwell Jones in the Social Rehabilitation Unit at Belmont Hospital in England. Dr. Harry Wilmer has successfully applied this approach in psychiatric treatment units operated by the U. S. Navy, and has practically eliminated the need for restraint or sedations.

Therapeutic Community Approach

This approach employs the concept of a community of patients and personnel living and working together in a unit. The technical method consists of daily ward meetings attended by all members of this community. One member of the staff acts as moderator. All patients and personnel are encouraged to participate. The aim is to encourage free communication in all directions, create mutual un-



A therapeutic community session

derstanding, and provide group discussion of what is mentally healthy or unhealthy in the existing hospital structure or in individual personal relationship among patients and between patients and staff. Social pressures from the group lead to the airing and resolving of unhealthy situations and behavior. Cliques and "confidential" individual side relationships which might lead to tensions and communication-barriers are circumvented. Pettiness is replaced with self-examination and with open, healthy relationships with others. Ward conditions can be seen from the different points of view of the patient ward personnel, and hospital administrator.

Each meeting in the ward is followed immediately by a meeting of all members of the staff; physicians, nurses, aides, social workers, psychologists, activity-therapists, etc. At the second meeting careful consideration is given to what transpired in the larger meeting. This helps the aide in working with

the patient and it helps in planning the use of occupational and recreational therapy as well as psychotherapy.

Use of Approach at Mendota State Hospital

Two of Mendota's most difficult units were chosen for initial Therapeutic Community programs. The Psychology Department first conducted a pilot evaluation. There was much initial anxiety among the aides who thought that their weaknesses would be exposed and that the patients would be running rampant. Busy nurses and doctors, who saw its time-consuming aspects were luke-warm to the idea. Experience has dramatically shown, however, that professional personnel who became part of a Therapeutic Community are among its strongest advocates and the ones to urge its use on other wards.

Similar programs have now been developed on all four admission and intensive treatment wards in Lorenz Hall at Mendota. More limited programs have been developed in the convalescent cottages. The Therapeutic Community has also become an important aspect of the program developed for intensive treatment of the chronic disturbed patient at Goodland Hall.

That the Therapeutic Community has at least in part achieved the results hoped for was shown by a group of the hospital's most disturbed, most regressed patients who, during the summer of 1957, decided to cut their meetings down to three per week to allow more time out on the lawn. Within two weeks the patient group again urged daily meetings, as they felt an acute discomfort of increased ward tension and disturbed behavior.

The full benefits of the Therapeutic Community are yet to be developed in mental hospital work. It may well prove to be an historic milestone. For many decades we have been concerned about freeing mental patients from unnecessary physical restraints. With the therapeutic community approach we enter a new era—that of freeing them from psychic restraints. At the same time, this approach taps new reservoirs of healing force, not only that which is potentially available in the hospital setting but that which exists within the patients themselves.

EXPANDED MEDICAL SERVICES FOR THE RETARDED AT SOUTHERN COLONY

In the past, the Southern Wisconsin Colony and Training School was used primarily to segregate mentally retarded persons from the general population. As people began to accept the view that the mentally retarded are human beings with a right to live and to have aspirations, the program of the institution changed its emphasis. In addition to the construction of more buildings to ease problems created by overcrowding, increased attention has been placed upon the provision of special education and training for those who are able to benefit from it so that for many there is a real chance for assimilation by society.

Expansion of Medical Services

Many of the patients at Southern Colony have physical handicaps and problems which require

special treatment. Formerly, medical services provided by the Colony could barely handle the immediate needs of the patients because of insufficient medical personnel, consisting of only two or three physicians and a small nursing staff. Recruitment of more medical staff was recognized as being of prime importance. As more knowledge relating to mental retardation and its problems was more widely disseminated to the medical profession, more interest began to develop in this specialty. Eventually a full complement of six resident staff physicians was acquired as well as the supporting services of 25 registered nurses, a pharmacist, X-ray and other technicians, and two dentists. In addition to the full-time staff, a corps of consulting and part-time medical personnel is used in such areas as tuberculosis control, psychiatry, orthopedic surgery, general surgery, radiology, ophthalmology, dermatology, and internal medicine.

What Expansion of Medical Services Has Meant

Periodic physical examinations are given, and treatment plans have been developed for all resident patients. Prevention and treatment of infections and communicable diseases have been strengthened through an immunization program and the use of antibiotics. Also, progress has been made in dental and nutritional care. The use of tranquilizing and alerting drugs, combined with better identification and treatment of mentally disturbed patients, has allowed more participation in training and other programs that provide satisfaction by accomplishment. Children are being found in the institution who have been mistakenly diagnosed as

mentally retarded but who are actually functioning below their potentials. General sanitation including pest, insect, and rodent control has reduced illness and infection and has resulted in savings in maintenance and operation. Improved programs of intensive pediatric and nursing care are other areas which have come under close scrutiny in addition to visual, auditory, and speech correction.



Periodic examinations are given colony patients

Effectiveness of More Medical Services

The effectiveness of expanded medical services was seen during 1957 when a series of four illnesses reached epidemic proportions — German measles, chickenpox, Asian flu, and dysentery. Previously, such illnesses proved fatal to many mentally retarded patients of reduced vitality. However, during 1957 the death rate was one-half the previous year's.

Current Goals in Treatment

Diagnosis and treatment of conditions correctable by surgery, some of which may be elective, is the next goal seen by the medical services personnel. Attaining this goal is contingent upon obtaining needed laboratory and surgical equipment, and the full effectiveness cannot be achieved until a fully-equipped hospital facility is acquired.

Thorough screening of dental, psychiatric, and orthopedic problems has been completed, and corrective, therapeutic, and remedial programs will be started as soon as facilities can be expanded to allow for them.

Research as Well as Treatment

The medical staff's efforts are not confined to medical treatment alone. Interest in the clinical conditions found in the institution has stimulated research on causes of mental retardation. Among them are biochemical studies involving analysis of blood and urine. There is under discussion a research effort involving a \$12,000 grant to determine the number of patients afflicted with cerebral palsy, to study the nature of those cases, and to recommend treatment programs. Recently, a request was filed

for a research grant to study the feasibility of more extensive research into cerebral enzymes as a causative factor in mental retardation.

The work of the Colony's Department of Medical Services is bringing new knowledge and hope to the institution's retarded children and adults. These advances in knowledge are being shared with medical students from the University of Wisconsin, the Marquette Medical School, and a number of nursing schools in Wisconsin and Illinois. It is hoped that these efforts will stimulate others to search for answers to the questions raised by mental retardation.

THE WISCONSIN DIAGNOSTIC CENTER AS A COMMUNITY RESOURCE

One of the more recently developed welfare services available to communities in Wisconsin is the psychiatric consultation service of the Wisconsin Diagnostic Center. The Center originally was available to persons committed to the Department and to county mental hospitals. It soon became apparent that early psychiatric attention was more useful in treating children and young people with emotional or behavior problems. A change in the law made it possible for communities to request psychiatric consultation services from the Center through juvenile court action, thus allowing the Center to operate part of its facilities as a community resource.

Services Which are Offered

The Diagnostic Center is a small psychiatric hospital offering consultation services on an inpa-

tient or outpatient basis. The Center staff is made up of psychiatrists, psychologists, social workers, nurses, and other mental health personnel. They use their professional skills to evaluate the emotional problems of the patients referred (both adults and children) and thereby help the agencies responsible for the patients.

These services do not duplicate existing state and local services, but rather supplement those already available or offer some psychiatric services



Children with emotional problems are intensively studied at the Diagnostic Center

to communities which have none at all. One of the chief features is that opportunity is provided for professional persons to observe children on a relatively intensive inpatient basis. Seriously ill persons needing the treatment facilities of a state mental hospital are most appropriately referred there

How Communities Secure Services

Youngsters may be referred from communities to the Center upon application of the juvenile court judge of any county. Therefore, where there is community concern over the emotional problems or behavior of a youngster, the juvenile court judge must be made aware of the problem by the responsible person involved. This may be a parent, teacher, welfare agency, law enforcement personnel, etc.

The actual referral is made by the juvenile court judge on a prescribed form which requires a minimum amount of information about the child. In addition, a social worker from a local social agency is asked to assume responsibility for the preparation of a social history describing the child's problem, family background, and adjustment in the community. A suggested outline for this social history is available and has been distributed to the juvenile court judges and interested agencies.

When an agency questions whether or not a particular person could profit from Diagnostic Center service, telephone consultation with Center staff is available. Other general information with reference to the kinds of problem to refer to the Center and the procedure for referral may be secured by writing to the Center for information.

How the Center Works with the Community

The community service aspect of the Diagnostic Center function is one of special interest to the Center staff. Children referred from the community are sent to the Center with a request for medical consultation. Since they are not actually committed to the Center, the responsibility for planning and for disposition must continue to rest with the com-

munity. This means that the community, the local social agency, and the juvenile court involved lose none of their prerogatives in handling the problem as they see fit, but they can utilize the additional information which they have gained from the psychiatric study.

Because referral to the Center does not mean turning responsibility over to the Center, the staff feels that the community social worker plays an especially important part in the entire study. He knows the patient and family situation thoroughly, perhaps because of contact over a period of time, and at least partially because of the additional effort expanded in order to make the required social study. The social worker, along with the child's family, is asked to accompany him to the hospital and to participate in the procedure of admitting him, including a conference with the Center social worker. As the study at the Center progresses, contact is maintained with the social worker or the court in the community.

When the patient is ready for return to the community, more active participation by the community worker is necessary and he attends the discharge conference. At this conference the Center staff attempts to help the community social worker use the additional material in such a way that local resources can be used as much as possible. The real responsibility for adapting the plan to local conditions remains in the hands of the local worker.

The local social workers are encouraged to arrange for follow-up conferences to discuss progress and the need for changes in plans because of problems that may arise after the patient is discharged.

These follow-up services may consist of conferences with the local worker but may also include interviews with the patient.

The Results

One result of referral of a patient to the Center for psychiatric consultation is that he has had an experience which demonstrates the strong interest the community has in his well-being. Consequently, the patient is in a better position to respond to the help the community is trying to give. Also, the entire procedure of referral to the Center is thought to have some treatment value to it. The community social worker, having the opportunity to clarify and validate his ideas about the patient by working with psychiatric personnel, gains experience in adapting psychiatric findings to casework situations and also becomes more experienced in using his own local resources and the resources of the state to help other people with emotional problems. He is thus helped to function more effectively as a responsible professional person in his community. In addition, the community, through its juvenile court and its agencies, is in a position to become more aware of its own needs for development of local mental health and child care resources and becomes aware of these needs as a local responsibility.

PLANNING FOR A RESIDENTIAL TREATMENT CENTER

Wisconsin has begun to take definite steps toward the creation of a residential treatment center for disturbed children. Such a center is a small open hospital where the most seriously disturbed chil-

dren can find an environment completely geared to helping them get well. Not only is formal psychiatric treatment available to them, but each person who has the responsibility for the day-to-day care of the child is trained and alert to use each incident in daily living as a means of helping the child move closer to mental health.

In addition to the intensive treatment of a necessarily limited number of disturbed children, such a center serves as a laboratory in which new ways of treatment can be tried out, and more and deeper understanding of the causes of disturbance in all children gained. An increasing number of psychiatrists, going from training into practice about the state, will have gained there a thorough grounding and understanding in working with disturbed children.

Need for Special Facilities

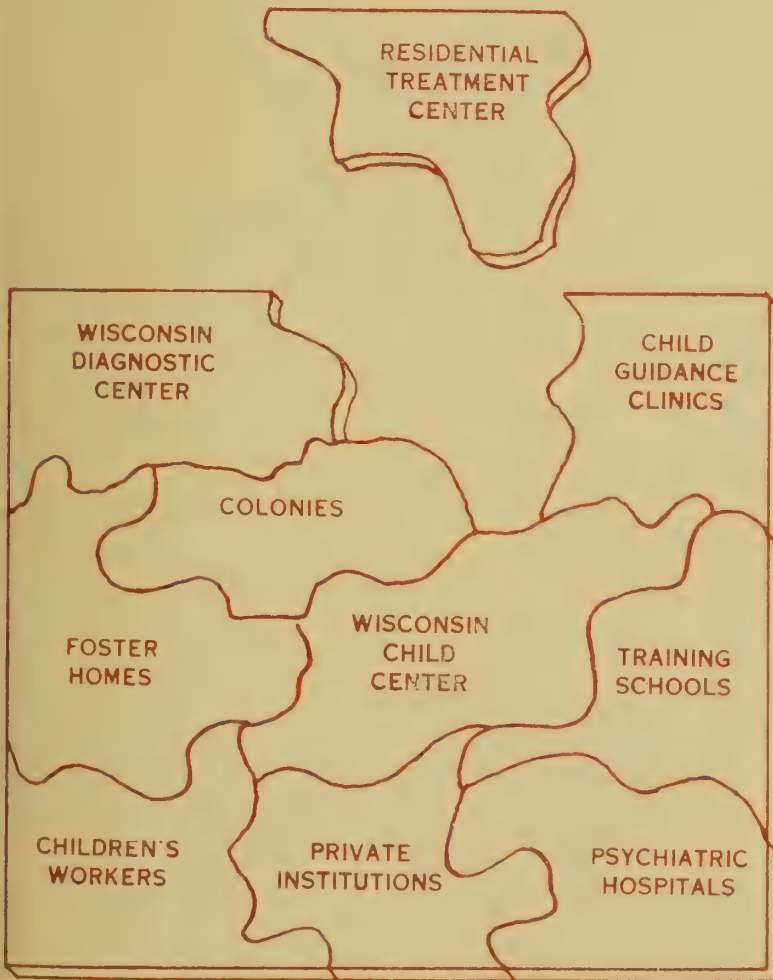
As adequate programs and resources have been developed for less disturbed children, the small group for whom there are still not sufficient resources has been increasingly discerned as needing special planning. Social workers and physicians around the state began to question what could be done for this group of seriously disturbed children. In time, private organizations began to take up the question. Several small children's institutions have changed their organization to allow them to work with more disturbed children. Beginning the latter part of 1954 the Wisconsin Diagnostic Center began to study large numbers of children and to identify the group who needed highly specialized help.

At this point the Department began to respond to questions which were being raised. From all di-

rections different, sometimes contradictory, suggestions and plans were being offered. The role of the Department was to bring organization into this picture, work with various groups, collect ideas, and help individuals to understand what was really possible. With concurrence of the State Board of Public Welfare, a committee on which several divisions were represented was formed within the Department. This committee reviewed the various approaches to the problem and, after consultation with the University of Wisconsin, the State Medical Society, and other organizations, worked out a program. The 1957 legislature, meanwhile had appointed an Interim Committee on Mental Health and Problems of Children and Youth. This Interim Committee assisted by the Department, studied the need for a residential treatment center and prepared legislation for consideration in 1959. The bill calls for the establishment of a small unit to be located in Madison, close to the University Medical School. The center will be operated by the Department in conjunction with the University.

Intake Policy of Center

In order to establish such a center, it is recommended that the center be small, starting with 30 beds. It was agreed that the first age group to be served should be the 6 to 12 year group. Any child in the state can be referred if his need for treatment is evident. The director of the center will pass on all referrals, and decide which children are to be admitted. Admission will be on a voluntary basis. The center will serve as part of the University's teaching services, both for medical students and for psychiatric residents. Criteria for admission will, in



A needed addition to services for children

some cases, include the suitability of the case for clinical teaching and will depend to some extent on research going on in the institution at a given time.

The Future

Although progress to date is considerable, it must be remembered that this is merely a beginning. The center is now visualized to care for a small group of young children who are emotionally disturbed. This leaves large groups of children still in need of specialized inpatient psychiatric care. Two such groups, whose needs must be considered in the near future, are the disturbed adolescents and children with organic brain damage.

A FOSTER HOME PROGRAM FOR DELINQUENTS

Wisconsin's concern over the future of its children and their security was reaffirmed in 1955 through legislative revision of the Children's Code. The Code intends that the best interests of the children in the state be promoted by means of a comprehensive program for all delinquent, neglected, and dependent children in their own communities. To serve the objectives of the law and to preserve family living, the Department has developed a special foster home program for selected delinquent children. This program has grown during the biennium and has demonstrated a hopeful potential in the treatment of wayward juveniles whose custody has been transferred to the Department by the juvenile courts.

Parental Home is Best for Most

To attain normal, wholesome maturity a child must grow in a healthy home, and the most natural place for this is the parental home. For most children their physical, spiritual, and emotional needs are best met there. In situations involving delinquency, strengthening of family ties through casework services frequently leads to new outlooks in social values and to the child's eventual adjustment. For some delinquent children, however, the home does not hold promise. Parents may be indifferent or lack ability properly to guide and discipline the youngster. Such a home frequently offers little constructive help for a growing youngster. The absence of family cooperation and lack of wholesome family ties are predisposing to failure. The return of a youngster in the Department's custody to such a



Foster homes help teen-agers who cannot stay at home

home would negate all the state's efforts to protect the child and to safeguard his future. For the juvenile coming from this type of home, the Department has developed a foster home program.

Foster Home May Provide Good Substitute

In the relatively few instances in which misguided, misunderstood, and thwarted children should not be returned to their own homes, substitute foster homes may be used. When delinquent children are placed in foster homes, the Department meets its obligation to these children by setting and enforcing the regulations and standards required for licensing. Casework services are also provided so that as many of these children as possible will be reunited with their parents.

As administered by the Department, foster family care is provided through adoptive, boarding, free, work, wage, group, and receiving homes. Each offers different resources to meet the special needs of children with delinquent behavior patterns. Experience in the foster home program has shown that delinquent adolescents succeed best when placed in: (a) Individual boarding homes, which make possible a very close working relationship to foster parents capable of giving sympathetic understanding yet exercising the necessary control to meet the emotional and physical needs of the youngster; (b) Group homes, which furnish substitute care for those children who can best benefit from a non-institutional environment but who need the added advantage of learning to live in a well-selected group situation; and (c) Receiving homes, which facilitate release from the training schools by

providing a temporary home pending location of a specialized boarding home.

Progress in Use of Foster Homes

Obviously, the program has had to be geared to several factors, namely, public acceptance, financial support, and practical experience. Gratifying progress has been made from the time when work, wage, or free homes had to be used as a matter of expediency. Social workers no longer have to concentrate on avoiding exploitation. Time and energy can now be concentrated on the basic cause of a child's troubled behavior resulting from early lack of warm understanding, acceptance, and security. Furthermore, licensing and financial remuneration have provided status and incentive to foster home parents.

As more foster homes become available, increased use is being made of the program by the Department and the courts. The result is that custody of some disturbed adolescents is transferred to the Department's field services, and foster home arrangements are made without commitment to correctional institutions. This allows time to determine the needs of the child, to evaluate the parental home, and when necessary to select the best possible foster home to fit the child's requirements.

Cost Picture

Delinquent children with personality problems present a special challenge. Usually, they lack the appeal of the younger dependent and neglected child. Foster parents must be sympathetic to the tragic plight of the delinquent who, while not knowing why, rebel with aggressive behavior. To meet this challenge, specialized homes with unusually under-

standing foster parents must be developed. For this reason, and because of the competition among agencies for foster homes, substantial maintenance costs must be paid to secure, hold, and maintain such foster homes.

In terms of dollars the foster home program for delinquents is not inexpensive. Many of these children, because of neglect before coming to the Department, are in need of dental and medical attention. As adolescents, they require more clothing than younger children to maintain social status with others of their own age. Spending money, educational outlay, and religious needs also add to the financial costs involved. A favorable cost comparison can be made, however, between the delinquent group maintained in the training institutions and the adjudicated delinquents maintained in foster homes. The average monthly cost for the child in a foster home is approximately \$150 less than institution care.

FOSTER CARE OF DEPENDENT- NEGLECTED CHILDREN

The two principal methods of providing foster care to dependent and neglected children are boarding homes and adoptive homes.

Boarding Homes

Probably the main problems casework agencies face today in operating a boarding home program are the increasing number of children with special needs who require foster home care and the in-

creasing number of disturbed family situations needing casework and other professional help if children are ever to be able to return home again.



Lunch time at day care center licensed by the Department

Related to this is the problem of planning foster care on a relatively long-term basis (through the period of a child's minority) for children who can never return to live with their own families. The trend toward more frequent and serious child and family problems has been developing for many years and can be expected to continue in the same direction as our society grows more complex.

Increase of Children in Boarding Homes

The Department's own program of foster care has been expanded. Dependent-neglected children committed to the Department and living in foster boarding homes increased fourteen percent during

the biennium (from 1,390 to 1,589 children). There was an eleven percent increase in the number of children placed in county-supervised boarding homes under the program entitled Aid to Dependent Children in Foster Homes (1,958 to 2,183).

Even when parental rights have been terminated and guardianship is transferred to the Department, a long-term boarding home may be selected for a child if adoption is not feasible or desirable. Perhaps, the age of the child when he is separated from his family may be a factor — he may be a teenager. Perhaps, a group of brothers and sisters with close ties live together in foster homes for a long period of time before they become legally free for adoption. Again, severe emotional problems may result in the choice of a boarding home for long-time care rather than an adoptive home. These and other factors are weighed carefully before decisions are reached.

Steps Taken to Improve Foster Care

Specific actions taken during the biennium toward improving the foster home program include:

1. Filling of new and vacant positions with professionally qualified social workers.
2. Increased appropriations for foster care in recognition of the fact that to some degree the amount of money expended for boarding costs is related to the quality of services provided by foster parents.
3. Adoption of new and more progressive foster home regulations governing licensing and placement practices.
4. Development of additional specialized group homes for emergency, short-term, and selec-

tive placement of children who can profit from the program.

5. Wider use of consultation services from various specialists.
6. Expanded review of foster care practices to spotlight weaknesses and point the way to solutions.

Study of "Hard to Place" Children

Adoption by a family which will be his very own is the most desirable plan for a child without a family. Most white children five years of age and under are placed soon after guardianship is transferred to the Department. However, problems develop when it comes to placing children of mixed racial backgrounds and older children. Few people are willing to adopt such youngsters.



Foster care homes offer individual attention and care

A study was made of 215 children to analyze the reasons why adoptive placement had been delayed or prevented. These children were all under ten years of age and had been under guardianship of the Department for five months or more. The average child in the study group was a little more than six years old and had been a ward of the Department for three years. The most significant factor adversely affecting adoptive placement was race, although most of the children had at least one other adverse factor such as age, physical, mental, or emotional condition, and close emotional ties to brothers and sisters.

The time required for evaluating the suitability of adoptive homes when they become available for these children is longer than the average. A method employed to speed up adoptive placements is the group interview for adoptive applicants. It is used for all applicants, not just those who might be interested in "hard to place" children. Individual interviews are not eliminated, but the number of interviews is reduced by using the group interview for the introductory meetings between applicants and adoption workers.

GROUP CARE OF CHILDREN

Group living is recognized by the Department as another means of helping many children who cannot live in their own homes. Group living in Wisconsin is available at the Wisconsin Child Center, Milwaukee County Children's Home, several institution for children operated by voluntary agencies, and at day care centers where young children

of working mothers are cared for during the daytime. The Department licenses voluntary children's agencies and day care centers, and in this connection helps them develop better programs through consultation services and application of rules and regulations affecting their operation.

Wisconsin Child Center

The Wisconsin Child Center provides care and treatment for many disturbed, delinquent, and handicapped children under commitment to the Department. Strides have been made in providing services for these children by placing greater emphasis upon studying the kinds of children being cared for and upon what is needed to provide adequate treatment.

As a result of this emphasis, individual case-work treatment of disturbed children has been expanded through an increase from two to four trained social workers. These staff members have the responsibility of providing a variety of case-work services. They also see to it that all services given to the children at the institution are not duplicated or in conflict, one with another. This has resulted in a better understanding of each child by institution staff and more immediate and appropriate work with the children. Psychiatric evaluation and measurements of intelligence are also more extensively used in treatment and planning for the future development of each child.

A new teacher with special training and skill in teaching remedial reading and providing speech correction work has proved to be of great value to children with academic problems. The children

have also benefited from the addition of a full-time director of recreation.

Group Care in Voluntary Agencies

Services to children in private institutions were improved through application of new rules and standards for the licensing and operation of child welfare agencies. One new rule restricts institutions from accepting children under six years of age except for temporary care. Children who are mentally or physically handicapped or emotionally disturbed are an exception to this rule. The reason for the trend away from institutional care of infants and pre-school children is that child guidance clinics' findings have indicated that prolonged institutional care for children under six years of age not only hampers development but produces emotional reactions which may be injurious to the individual in later life. In response to this requirement one large sectarian institution discontinued a program for the care of infants and pre-school children and substituted a program for adolescent girls in a smaller group setting.

Also, to aid houseparents in voluntary and public institutions to do a better job in caring for children, the Department in conjunction with the University of Wisconsin Extension Division offered a training course for houseparents. The success of this experiment has led to new and continuing courses.

Day Care Center Program

Private nurseries (which usually meet in the home of the nursery directors), church nurseries, co-operatives with or without parental participa-

tion, and centers sponsored by community organizations such as Red Feather agencies, service clubs, community centers, and the Salvation Army comprise Wisconsin's day care centers. Programs for retarded children and other handicapped groups are receiving attention. Three of these centers are now licensed, and several others are currently operating and are under study for licenses.

The Department encourages day care center staffs to visit other centers whenever possible and to learn improved ways of working. One important development was the holding of a one-day conference of day care center teachers and directors. Here they had the opportunity to view through a one-way-vision observation room an entire morning program with three-year old children which was being carried on in a laboratory setting. The laboratory school was especially set up to demonstrate skills in working with young children.

FOCUS ON DELINQUENCY PREVENTION

This biennium saw a growing interest and emphasis upon prevention. The tone was set by Governor Thomson in the executive budget hearings in December 1956. He then expressed his concern about the lack of sufficient public interest in prevention of social ills in the face of the mushrooming child population and the mounting costs of public welfare institutions and services. This concern was again expressed in the Governor's message to the Wisconsin Legislature in January 1957 in the following words:

"Legislative approval is requested for development of a demonstration program . . . to provide intensified welfare services, applying all the modern and best known approaches to the problem of juvenile delinquency and related social ills. These approaches should be combined with sound research techniques and in such combination can develop and prove the best methods of prevention of delinquency and mental illness in the community. Such an intensified demonstration program should prove the wisdom of cash outlays for an earlier detection and earlier management of family problems. Expenditures in this area can represent true economy, through the savings of institutional costs as well as in saving wasted lives of human beings."

Delinquency Prevention — Demonstration and Research

The Governor's request to the Legislature for authorization to plan a comprehensive community demonstration of delinquency prevention was approved in the adjourned session of September, 1957. This stimulated consideration of all the factors that might be involved in such a community demonstration. Representatives of the Department and the University of Wisconsin formed a committee to design a project proposal. Such a prospectus has been completed, and negotiations were in process at the close of this biennium to set the plan in motion.

Perhaps the most significant implication of the thinking that emerged from the planning of this project was recognition of the great need for and the important role of a research approach to the problem of prevention of juvenile delinquency and the related social ills that are the concern of public welfare. It also became apparent that piecemeal

sociological and psychological research cannot yield results which can only be obtained by a comprehensive testing and evaluation of the many factors involved in an actual community.

Community Surveys

These considerations are now influencing the Department's planning of community survey and consultation projects. The most recent surveys reflect the new emphasis upon getting a total view of the effectiveness of the community pattern of preventive services rather than the disjointed picture obtained from viewing each agency program separately. Also, there is a growing recognition of the value of experimental projects to test specific procedures and programs that show promise of being effective in prevention. Such projects in the field of "protective services" for children have been established in Walworth County and Dane County. The Department is assisting in the planning of another demonstration in Milwaukee County relating to identifying and serving "hard-to-reach" youth not now using services offered by organized youth-serving programs.

Juvenile Courts

Two pieces of recent legislation were instrumental in major forward steps toward strengthening the role of the juvenile courts in treatment and prevention programs for children and youth. The first, enacted in 1955 and effective July 1, 1956, made mandatory the provision of staff services by county boards for the juvenile court in each county. The second, enacted in 1957, provided for state reimbursement of administrative costs for staff at-

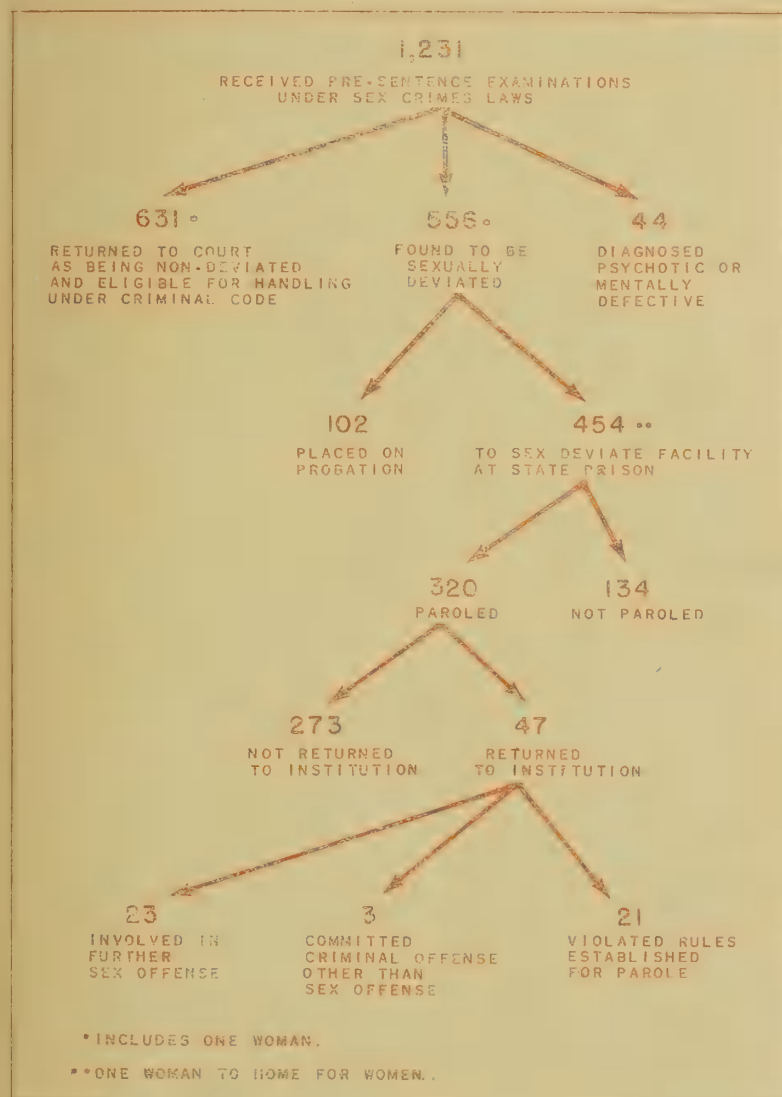
tached to juvenile courts on the same basis as for those attached to county welfare departments. Both of these enactments, together with a stepped-up program of Departmental consultation services to juvenile courts, have greatly stimulated the expansion of staff services available to these courts.

Equally important have been other recent developments affecting juvenile court operations and procedures. In June 1957 the Wisconsin Board of Juvenile Court Judges authorized the creation of a study committee on juvenile court programs and procedures. Working through several sub-committees, this group is nearing completion of a draft of a "Handbook for Juvenile Court Workers" which will cover all aspects of juvenile court operations. Department staff is directing this study in cooperation with the judges' state organization. When completed and approved, this handbook will be a standard-setting document for years to come, and is expected to bring about improvements and greater uniformity in juvenile court programs throughout the state.

These strides in the Department's community services point to a new era in public welfare in which prevention will be the keynote.

TREATMENT OF SEXUAL DEVIATES

The Sex Crimes Law has been in operation since July 26, 1951. Thus far, Wisconsin's experience has been very successful. The assumption that criminal, aberrant sexual behavior is a form of mental illness which is highly responsive to treatment has been borne out. Credit for the achievements in



*Persons processed under Sex Crimes Law
as of June 30, 1958*

the handling of this particular group of psychiatrically deviated offenders may be shared by several groups: the authors of the law, the legislature which passed the bill, the public which permits it to operate, and a dedicated staff of professional workers who have amply demonstrated that it is possible not only to treat and rehabilitate sex offenders but can, through its diagnostic and treatment processes, screen out the potentially dangerous sex offenders for the full force and effect of the wholly indeterminate sentencing features of the law.

Summary of Law

The law provides for the study, diagnosis, and treatment of persons convicted of sex offenses. It defines a sex crime as "any crime except homicide or attempted homicide if the court finds that the defendant was probably directly motivated by a desire for sexual excitement in the commission of the crime." All criminal courts of record, and in the case of misdemeanants the lower courts, are authorized to proceed under this special legislation. With respect to the court's ability to dispose of cases under this special legislation, the law deals with two categories of offenders. In the first category are included the crimes of rape, sexual intercourse without consent, indecent behavior with a child, and any attempt at the first two offenses. In the event of conviction of any of the foregoing felonies, the court is required to commit the offender to the Department for a pre-sentence social, physical, and mental examination (within 60 days). The second category of offenses involves all other sex offenses except homicide or attempted homicide,

as noted. Here, the court may commit the offender to the Department after the necessary findings of guilt and motivation but only with the Department's prior consent. The diagnostic and treatment load of persons coming within the mandatory aspects of the law assumed such proportions that on May 15, 1958, the Department was forced temporarily to withdraw services to the courts under the permissive aspects of the law.

All persons found to be sexually deviated as a result of the diagnostic studies are returned to court with the Department's findings and recommendations as to treatment. The court then may commit them to the Department or place them on probation with the added requirement that they use outpatient psychiatric care. Those found not to be deviated and returned to the court have their cases disposed of by means of the criminal code.

Results

From the date on which the law became effective through June 30, 1958, a total of 1,229 men and 2 women were given pre-sentence examinations under the Sex Crimes Law. Of this group 555 men and 1 woman were found to be sexually deviated while 44 men were diagnosed as either psychotic or mentally deficient. The balance, or 631, were returned to court as being non-deviated and eligible for handling under the criminal code. In the great majority of the 556 cases found to be sexually deviated, the court followed the Department's recommendation by committing 453 men to the sex deviate facility at the Prison and the one woman to the Home for Women. The others, 102, were placed on probation.

During the seven-year period parole was granted to 320 applicants, many of whom have subsequently been discharged from supervision. Paroled sex offenders have generally adjusted well to community living. Only 47 (or 15 percent) have had to be returned to the institution for treatment. The records reveal that 23 were involved in further sex offenses; 21 were guilty of rule violations such as absconding, drinking or visiting unauthorized places; the remaining 3 committed criminal offenses, including worthless checks and burglary.

The record of discharged sex offenders is even more impressive. Of the 292 men discharged only 17 came into further conflict with the law. Seven of the 17 discharged men were found guilty of sex felonies (5 by indecent liberties and 2 by sodomy); 1 was resentenced for burglary; and the remaining 9 were convicted of misdemeanors (2 with disorderly conduct, 4 with indecent exposure, and 1 each for window peeping, lewd and lascivious behavior, and molesting). Worthy of note is the fact that although the misdemeanant group of re-offenders were perpetuating the pattern of their earlier convictions, their discharges were made not so much on the basis of their having attained maximum therapeutic benefits but because the Department could not make findings that their releases would constitute danger to the public. Factually, they were regarded as public nuisances rather than being dangerous.

Treatment for Treatable; Control over Others

The successful application of a medical approach to the problem of the psychiatrically deviated offender as revealed in the operation of Wis-

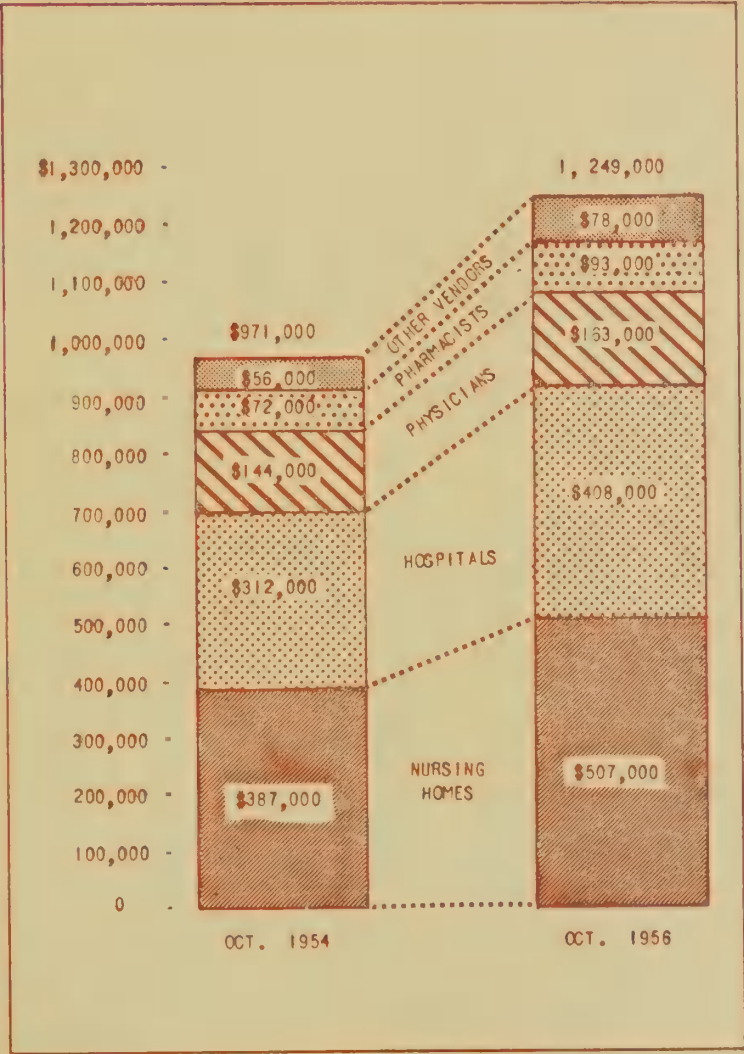
consin's Sex Crimes Law points to the proposition that perhaps similar results might be achieved if the program were to be enlarged to take in other types of criminal offenders whose primary needs are treatment rather than custody.

Treatment in terms of successful release does not tell the whole story of the program and its growth. Equally important is the fact that 49 individuals were returned to court for extended control by the Department. These men were regarded as presenting a specific sexual danger to the public at the time they would normally be discharged. As of June 30, 1958, 17 members of that group were at Waupun; 1 each was at the Mendota State Hospital and the Central State Hospital; 3 had been discharged from parole and 27 were continuing under field supervision. Thus, the law serves out its dual purpose of treatment for the treatable and public protection by way of possible permanent segregation for those who are presently incapable of responding to known therapeutic procedures.

MEDICAL CARE FOR PUBLIC ASSISTANCE RECIPIENTS

People in economic need require health care as well as food, shelter, and clothing. Wisconsin's welfare programs have long recognized this essential need, and providing medical care is becoming an increasingly important aspect of welfare administration.

Social workers face situations daily which require action to assist clients with a physical or



Medical care costs in Public Assistance

mental health problem: a young mother unable to cope with family responsibilities because of poor health — an incapacitated father no longer able to earn the family's livelihood — an aged or disabled aid recipient despondent at being a burden on others because of the onset of illness. Wisconsin's public assistance programs of Old Age Assistance, Aid to Dependent Children, Aid to the Blind, and Aid to Totally and Permanently Disabled persons include comprehensive provisions for medical care which are adequate to meet any medical crisis. Because of this program, almost every county can boast of a success story in which an assistance recipient was rehabilitated and became self-supporting or a completely dependent individual was assisted in arranging adequate plans to provide for his care.

Uniform Standards for Medical Care

Uniform state-wide standards for the provision of medical care to Social Security Aids recipients insure that the seventy-one counties provide the same scope of care, the quality of service consistent with community resources available, and a sufficient quantity of care.

Under these standards, which became fully effective at the beginning of the biennium, county welfare agencies were helped in making the most effective use of this program. Attention was focused on the caseworkers who are working with aid recipients having medical problems. These workers need to understand the medical problem of the recipient and to know what can be done to assist him. Public assistance consultants emphasize during the early employment of new county caseworkers the

importance of recognizing how illness affects the recipient and his family. They also provide consultative help in individual case situations regarding unrecognized health needs of recipients and the use of available health resources. The importance of participation in community planning to establish needed health care resources is stressed whenever local demands are not being met.

Costs of Medical Care Program

The need for county agency staff to be adequately trained in arranging for the provision of medical care services became increasingly apparent. Experience indicates that health care assistance could almost be considered a program by itself; costs, procedures, and medical social services require specialized knowledge and skills for efficient and effective administration. Costs alone demand administrative consideration. Annual expenditures for medical care have increased from approximately \$8,000,000 in 1950 to \$15,000,000 in 1956. Increasing costs continued, and it is estimated that the annual cost for 1958 may amount to \$18,000,000.

Costs should be measured against current health service objectives which are based upon the assumption that it is economical in the long run to prevent illness, to give treatment when illness appears and cure it if possible, and to use all known methods of rehabilitation.

Public Assistance for Medical Care Costs Only

Social and cultural changes have influenced health care programs. During the biennium adjustments were made in the administration of Social Security Aids to make it possible for persons with

sufficient income for normal subsistence needs to receive temporary or irregular assistance for medical care if needed. It is expected that the number receiving assistance for this reason will grow at an increasing rate since Old Age and Survivor's Insurance benefits (because of increased benefits and expanded coverage) are meeting the ordinary needs of more and more people who do not otherwise require assistance grants.

Communities must look forward to providing for an increasing number of aged infirm individuals who will require care in medical facilities. This type of care is expensive and should be limited to those who are unable to obtain adequate services at less cost outside these facilities.

Goals for Health Care in Public Assistance Agencies

Future objectives in the provision of health care for recipients of public assistance include:

1. Further development of social services for the aged which are directed toward maintaining and stimulating participation in activities which will delay or prevent physical breakdown.
2. Provision for preventive health programs which will permit older persons to remain active and maintain independent living arrangements,
3. Further development of county agency staff to understand more fully how illness affects people and to acquire the knowledge and skills necessary to help those needing medical care.

4. Simplification of procedures used in the provision of medical care to permit additional time and effort to be spent on casework services

COUNTY DEVELOPMENT OF SERVICES RELATED TO PUBLIC ASSISTANCE

What formerly was considered a necessary "relief" agency in every county is now evolving into a public family service agency. Prevention and rehabilitation have long been recognized as responsibilities of county agencies administering public assistance programs, but in the past many recipients of aid were able to manage their own lives if they were granted financial aid. Today, because of in-



Talking books — one service made available to the blind

creased coverage and more nearly adequate benefits under the Old Age and Survivors Insurance program, many more individuals and families are now able to meet their own financial needs. As a result county welfare departments have found themselves faced with caseloads comprised of individuals and families most of whom have problems in addition to the need for financial aid. Public awareness of the problems of the aged, problems of youth, mental health, and rehabilitation services has increased the demand for agency services in these areas.

Federal and State Interest in Casework Services

The already discernable trend toward developing better casework services in county welfare departments was strengthened with the passage of the revised Children's Code in 1955. This trend gained further impetus from both national and state governments during the biennium.

The 1956 amendments to the Social Security Act emphasized the importance of appropriate social services in the administration of public assistance. For Old Age Assistance, the amendments emphasized services to promote self-care. For Aid to the Blind and Aid to the Totally and Permanently Disabled, self-support and self-care were specified. The Aid to Dependent Children's program specified strengthening family life and self-support and personal independence consistent with the maintenance of continuing parental care and protection.

Governor Thomson, in his message to the Legislature on January 10, 1957, called for the best use of all our resources, human, natural, and fiscal, and

went on to state, "The best economy is prevention. Second best is successful treatment."

Consistent with these state and national expressions, the Department defined the scope of services in addition to financial aid to include health, employment, housing, family relationships, community relationships, personal adjustment, and participation in community planning. Field staff talked with county welfare boards about expanding these services and consulted with them on agency staff needs. Other specialists worked increasingly more with county agencies in further development of these services. Training meetings were held in four central locations for county agency personnel at which the services of an American Public Welfare Association training consultant were used to good advantage. These meetings included such subjects as the basic philosophy of welfare, casework aspects of public assistance, the helping process, and society's values and public assistance.

Fifteen reviews of county operations were completed within the biennium. These reviews focused on services being performed by county agencies, and recommendations were made to improve the quality of services to individuals and families.

County Institutional Services

During the period 1950-1958, nineteen counties constructed new county homes, made substantial additions to existing county homes, or remodeled old buildings extensively. Eight of these were completed during the 1956-1958 biennium, and construction on two additional homes was started. These county homes are not the traditional poor-house facility for

keeping recluses "out of sight, out of mind." They are designed to provide an atmosphere of pleasant living, an opportunity for companionship and activity, appetizing and well-balanced diets in cheerful surroundings, and adequate physical care.

Acceptance of persons requiring medical and nursing care has been taken into account in planning new or remodelled institutions. Today's county home provides nursing facilities. There are now more than 1,100 residents of county homes who are bedridden or chairfast as compared with about 500 in 1950. These homes have both registered and practical nurses. The Department evaluates adherence to established county home standards. Consultant services are available to county homes in such areas as patient care, medical record keeping, dietary



Recreation adds "life" to "years" at county homes

practices, general sanitation, and recommendations on adequacy of equipment for patient care.

Recreational activity is part of county home programs today. The range of such programs is as wide and varied as the interests of the oldsters. An activity consultant for county homes is employed by the Department to help develop activities which enrich the lives of those requiring institutional care. Thirty-four of the thirty-eight county homes in the state have used this service and have set up activity programs within their institutions.

The Continuing Focus on Provision of Services

There is still much to be accomplished. For example, counties need more trained staff to carry out their service programs. It is expected that there will be an increasing need for homemaker services. This program makes it possible for aged couples to continue living in their own homes, dependent children to be provided for temporarily in their own home when a mother is hospitalized, and poor managers to be taught how to use income from public funds to the best advantage of their families.

WELFARE SERVICES FOR CIVIL DEFENSE

Civil defense welfare functions can be described as constituting all assistance and services which must be given directly to people in wartime and in times of natural disaster. In wartime it covers a broad field of human needs, encompassing such things as providing survival food and clothing rations in protection shelters, help in building

homes, finding employment, and other assistance which fall within the scope of rehabilitation. When a natural disaster occurs, the Department is authorized to provide supplementary services such as personnel, facilities, and equipment to county welfare departments which request them.

Basic Functions

The basic functions are to sustain the civilian population after attack, reunite families and re-establish family life, and provide such rehabilitative



Civil defense mass feeding demonstration

measures as are required to enable the surviving population to get adjusted and make a maximum contribution to the war effort. Rehabilitative measures include rehousing, reemployment and physi-

cal rehabilitative services, and income maintenance required by individuals as a result of attack. The latter would be in the form of money payments in lieu of employment income, disability payments to injured civil defense workers and other persons, payments to survivors of breadwinners killed during attack, and other public assistance payments and services.

In view of the magnitude and scope of civil defense welfare responsibilities assigned to the Department, the only possibilities in program development and in emergencies lie in the effective utilization of our total welfare structure. Accordingly, the first step was the assignment by administrative order of definite civil defense responsibilities to the various divisions. In general, this administrative order directs the divisions and bureaus of the Department to review their programs and plan for emergency operations. This process was aided by a grant of approximately \$150,000 from the Federal Office of Civil and Defense Mobilization to the State Office of Civil Defense to develop a state survival plan including welfare services.

A preliminary study completed in June 1958 sets the general emergency procedures for the expanded operation of emergency welfare services in the fields of feeding, clothing, lodging, registration and inquiry, financial and material assistance, and institutional services. In addition to setting up procedures for emergency operation for the Department, it establishes the organizational and operational structure of the districts and county welfare departments. The Department under a separate study completed a detailed survey of housing poten-

tial of all minor civil divisions of the State. This latter study serves as the planning data for reception and care in an emergency.

During this same period and in cooperation with superintendents of county homes and hospitals, a manual setting forth planning guides was developed by the Department. This manual, written in work book form, will serve as a disaster plan for our state correctional institutions, mental hospitals, county jails, and county homes and hospitals. No other state has developed its civil defense planning for institutions to the same degree.



Training volunteers in emergency welfare services

Also under development is a procedural and operational manual for the emergency financial assistance and emergency clothing programs. Like the

manual on institutional planning this publication will be another first in the country. It should be noted that the Department has trained 35 radiological meter readers on its institutional staff, and additional personnel are in the process of being trained.

Training of volunteers to supplement professional staff of the Department and county departments of public welfare is the key to civil defense operations. Accordingly, the Department has developed a course outline and instructor guide with slides for a ten-hour basic emergency welfare course. The basic course is for interpretation of civil defense welfare services to department employees as well as to volunteers.

Because some areas of welfare training require special equipment, such as in emergency feeding, the Department purchased \$6,000 worth of emergency equipment. This equipment is separated into units for mobile and fixed feeding and stock piled in correctional institutions. Although the primary purpose of this equipment is for civil defense emergencies, it can be made available for emergencies created by natural disasters.

STAFF DEVELOPMENT AND TRAINING

Advances in treatment and in ways of helping persons who receive public welfare services have been paralleled by more specialized training for those giving such services. This was made possible by a legislative appropriation of funds to be used solely for training purposes.

Psychiatrists

For example, in order to meet the need for more psychiatrists the Department in collaboration with the University of Wisconsin School of Medicine established an accredited residency training program for psychiatrists. This is a three-year program designed to fulfill the requirements of the American Board of Psychiatry and Neurology. A primary objective of the program is to add to the skill of the physician the dynamic implement of psychotherapy. In addition to receiving academic training at the University Hospitals, the residents gain practical experience through work at the Mendota State Hospital.

Social Workers and Psychologists

The appropriation of funds for training purposes has also enabled establishment of similar training programs in social work. These funds have augmented limited federal funds available for the payment of stipends to college graduates who wish to obtain additional training necessary to become qualified social workers. Persons employed under this program agree to work for the Department for a period of time equivalent to their period of training. The work-study program for social workers under which employees are permitted to attend the University of Wisconsin School of Social Work while working for the Department on a part time, basis has been expanded. A residency training program for the advanced training of psychologists has also been developed. This is a program leading to a doctorate degree, and residents are committed to

work for the Department during as well as following completion of training.

Teachers

Intensified training was also established for teachers in the colonies for the mentally retarded and in the adult and juvenile corrections institutions. A schedule of incentive salaries has been established to encourage teachers to receive additional training patterned to their particular field of teaching, and arrangements have been made to give teachers time off from regular duties to attend summer school.



Training of aides in mental hospital service

Attendants, Guards, and Matrons

Recognition of the importance of formal training has led to the establishment of ongoing programs for the training of semi-skilled workers engaged in the care of patients and inmates. All such workers who are untrained are now employed as trainees and required to complete a formal on-the-job program of training before given permanent civil service status. Promotion to permanent status is granted only after successful completion of an examination given by the State Bureau of Personnel at the end of the six-month training period.

Purpose and Results

These programs all have two very important aspects: first, they are an effective means of easing critical personnel shortages in key services; and second, they enable the Department to be assured of a continuing supply of qualified workers. Experience has shown that most of those trained under these programs have remained with the Department long after their obligations have been fulfilled.

Through the development and expansion of training needed to meet the changing and improved services of the Department, employees have been given the opportunity to keep abreast of new trends and methods of treatment and services through participation in institutes and special training courses conducted by the Department. State and federal funds have also been used effectively to provide training programs for county welfare, judicial, and law enforcement agencies; county mental hospitals; and licensed voluntary child-caring institutions. Cooperation in the development of such activities

has not only produced excellent training but has strengthened the existing bonds between these agencies in their efforts toward achieving the common goal of improved welfare service.

Although it is too early to assess fully the value of intensified training, results are already showing up in improved personnel standards, reduction in turnover, maintenance of a high level of staff interest in improving methods and knowledges, and the attraction of a high quality of new personnel. There has prevailed throughout the planning of the programs the concept that the training of staff is not a separate end in itself but rather that it is a part of the continuing effort to advance treatment and services of the Department in accordance with the latest developments in the field.

TRAINING LOCAL PUBLIC ASSISTANCE WORKERS

County welfare departments expressed growing interest in recruiting personnel with professional training in social work knowledge and methods in providing services to people. Twenty-seven counties requested that 33 vacant or newly-created positions in county welfare departments be filled by persons possessing two years of graduate education in an accredited school of social work. Because of the shortage of graduate social workers at this time, many of these openings were filled by persons possessing lesser qualifications, however, by June 30, 1958, nineteen counties had one or more workers on their staffs with graduate training. Seven counties had one or more fully trained casework super-

visors and ten counties had one or more fully trained caseworkers providing skilled casework services for such programs as child welfare, juvenile court services, child guidance, or specialized areas of public assistance.

Education Stipends for County Caseworkers

The current demand for professional staff with graduate education in social work illustrates county agency recognition of the fact that the administration of welfare programs can only be as effective as the caliber of the staff employed. Since there are not enough professionally trained social workers to meet public and private agency demands, other means of training staff have been made necessary. The Department embarked upon a training program that included stipends for a limited number of qualified county caseworkers. Employees who are selected to receive public assistance stipends agree to work for a county public assistance agency for a period equivalent to the time spent in training leave. This stipend program will enable counties to secure additional professionally trained people for such key positions as directors, casework supervisors, and specialists which counties up to this point have found difficult to fill.

University Extension Courses in Social Work

Additional academic training opportunities in social work have been worked out with the University of Wisconsin Extension Division. Four extension centers offer social work courses, and on January 1, 1958, there were fifty-eight staff members of county public welfare departments enrolled in these courses. The courses provide basic and

fundamental knowledge which is necessary in social work practice, but one drawback is the fact that persons enrolled in extension centers cannot receive the supervised training placement which is one of the requirements for a Master's degree in social work.

Other Means of Staff Development

The Department is also providing staff development programs for county agencies. An accelerated program was undertaken currently to keep abreast of new service objectives in public assistance programs. Five public assistance specialists assist in orienting new county caseworkers and develop in-service training plans for caseworkers. Assistance is provided to casework supervisors in method and content of casework supervision, and training materials are prepared for county use. These consultants also assist agencies in studying and evaluating case records to determine how well the clients are being helped.

Even though most of the caseworkers employed by county welfare agencies do not have graduate social work training, they will eventually be able to participate in local staff development programs under the direction of a professionally trained staff member. They will also receive individual case consultation and direction from a locally available specialist. Nineteen counties already have such programs.

County Merit System Regulations

Merit system rules governing county agency personnel practices are administered by the Department. The State Board of Public Welfare approved

changes in these rules such that salary ranges were increased to a level more nearly in line with comparable position with similar qualifications. Professional positions were reclassified in accordance with the qualification required regardless of area of function, whether public assistance, child welfare, juvenile probation, or other related welfare services. These changes received the support of almost all counties.

Future Developments

It is evident that county welfare departments are providing more specialized services to meet the varied needs of people in their communities and that these agencies will continue this trend and eventually become public service agencies. Future objectives, therefore, include continued stipend programs to provide for academic training of county workers, continued staff development consultation provided by the Department, and sound but flexible merit system regulations to meet the changing personnel needs of agencies.

JAIL INSPECTION SERVICES

From its very beginning, the jail has been the most neglected area in correctional planning and improvement.

Originally, the jail was intended for the detention of persons awaiting trial or unable to pay their fines. However, when corporal punishment and the death penalty were abolished for most major crimes, it became necessary to provide prisons to house con-

victed felons. Jails were not suitable to care for prisoners sentenced for long terms, possibly for life.

Experience with prisons soon demonstrated the need for varied facilities for the different types of prisoners. As a result, specialized institutions were developed for women, young offenders, juvenile delinquents, the insane and mentally defective criminal, and the various types of escape risks.

Today, the best efforts in the correctional field, exclusive of the jail, is directed toward the developing of institutional plants, personnel, and program that will result in the rehabilitation of as many offenders as possible. The jail has been described as the parent of correctional institutions, but in the main it has not matched the progress of its "offspring." Its defects and deficiencies have been known and publicized for at least the past one hundred years; unhealthful conditions, lack of segregation, idleness, and a general indifference toward the welfare of the inmate and the community.

Wisconsin's Recognition of its Jail Problems

In 1871 legislation was enacted to give the state the authority of inspection and supervision of its municipal and county jails. Up to the present time these laws have not been weakened or materially changed. Other remedial legislation followed, slowly perhaps, but nevertheless giving evidence that there was a continuing awareness of the need to improve jail conditions and inmate care. In 1913, in an effort to reduce idleness in county jails, the Wisconsin Legislature passed a law commonly known as the "Huber Act." This law provides for outside employment of certain offenders committed

to the county jail. To date, experience has shown that this law has been successful, not only in reducing idleness in jails but also in reducing relief costs by continuing an inmate's responsibility for the support of his dependents. Perhaps most important, although intangible from a financial viewpoint, is the fact that the individual returns to the community more able to meet his personal needs and the requirements of society.

Inspection of Places of Detention

Administrative changes within the Department in 1949 resulted in the revitalizing of the total Wisconsin correctional program. State supervision of jails was given impetus. Objectives were reviewed and reappraised. It was realized that certain minimum standards had to be determined and then maintained in all county and municipal jails to insure both safe custody and humane treatment. Department standards for jail operation were published and distributed in January 1956. This was followed by an increase in the detention inspection staff to three persons.

Wisconsin law requires that each place of detention be inspected at least once per year. These inspections are thorough and time-consuming. During an inspection the conditions of the jail are carefully observed to determine if the health and welfare of those detained are properly protected. Cleanliness, sanitation, hygiene, food, heat, light, isolation, and treatment of those confined must meet standards set by law and Department regulation.

After each inspection a report is made of conditions existing at the time of the inspection. Also,



A modern jail — Grant County

a confirming letter with copies to proper officials, is sent to the person responsible for the administration of the jail. If conditions are sub-standard, definite recommendations are made for improvement. Follow-up inspections are made to see whether recommendations are followed. If within a reasonable time unsatisfactory conditions are not remedied, the Director of the Department is so informed with the recommendation that the offending jail be condemned.

The investigator also must determine if a jail is suitable for the detention of the various types of inmates. For example, some jails are only approved for the detention of male adults, others for the detention of male and female adults and juveniles. Some jails are only approved for temporary detention of male adults, and overnight detention is prohibited.

Current and Future Jail Facilities

On June 30, 1958, there were 70 county jails and 144 city, village, and town jails operating in Wisconsin. In addition to these jails, there were two county detention homes and one county forestry camp.

During the biennium new jails were constructed in Ashland, Columbia, Dane, Grant, Jefferson, Vilas, and Wood Counties, the one for Dane County also serving the city of Madison. Plans for new jails have been completed in five other counties, and construction will begin in the near future. Plans for new jails are in the preliminary stages in four additional counties.

An indication of Wisconsin's concern over its jails and the problems they present may be seen in the fact that a Citizen's Advisory Committee has been established by the State Board of Public Welfare with the approval of the Governor. This Committee is composed of twelve members, each having a special knowledge and keen interest in jail problems.

PROGRESS IN RESEARCH

Most organizations must engage in a program of continuous fact-finding to obtain answers to specific questions or problems, and most state agencies in the welfare field have some specialized staff carrying out this function. Because of the large numbers of people affected and the vast sums of money spent in welfare programs, the necessity of continuous research aimed at measuring the effectiveness

of existing programs and proposed new methods of treatment is becoming increasingly evident. During the biennium the Department undertook a number of research projects and statistical studies to evaluate programs as well as to assist the administration in arriving at sound decisions.

In the field of mental hygiene a study was undertaken to examine the effectiveness of the Diagnostic Center program by following up on patients processed at the Center. This study revealed that, by and large, juvenile courts and local welfare agencies find the Diagnostic Center services useful in continuing to work with dependent, neglected, and delinquent children presenting a variety of emotional and adjustment problems but also pointed ways toward improving the effectiveness of the Center's services.

Another follow-up study was made of patients released from Mendota State Hospital with a recommendation for continued use of tranquilizing drugs. This study indicated that patients who consulted family physicians with respect to continuous use of the drugs more frequently followed through on hospital recommendations. At the same time the study suggested ways whereby the hospital might be more helpful in bringing the patient and the family physician closer together in carrying out continuous treatment plans.

Other follow-up studies were initiated to determine whether progress is being made in releasing patients from the state psychiatric treatment hospitals and to what extent patients who are released sooner must return for treatment. These studies

generally indicate that mental patients are being released from the hospital sooner, but data with respect to the rate of return are inconclusive. These studies will be continued in the ensuing biennium to evaluate hospital releases, particularly in view of the wide-spread use of tranquilizing drugs.

In the field of corrections, a survey was undertaken of the operation of the Huber Law which provides for the daytime release of county jail prisoners. This survey shed considerable light on the extent to which the Huber Law is being used and what some of the defects are. It became the basis for a special committee being appointed to recommend an overhauling of the Huber Law. Other research developments in the corrections field include a follow-up of parolees to determine the extent to which they may re-enter Wisconsin penal institutions or otherwise violate the conditions of parole, and a revision of the basic statistical reporting system of adult correctional institutions.

Relative to children and youth, the Department undertook establishment of a juvenile law enforcement statistical reporting program which is being advanced with the cooperation of many of the local law enforcement agencies. This information will be helpful in developing programs of control of juvenile delinquents and is one of the first attempts being made by a state agency in obtaining this kind of information. Also, research was undertaken to obtain some basic information relating to current practices of juvenile court workers. This was useful in the compilation of a handbook which outlines various procedures facing juvenile court

workers; legal, intake, role of workers, and relationship to police.

Many special studies were made in the field of public assistance. Included were those relating to medical costs of the program, expenditures for public assistance recipients who received nursing home care, effects of the one-year residence law upon the Aid to Dependent Children program, social characteristics of public assistance recipients whose cases were opened and closed during a five-year period, and sex and age of Aid to the Blind recipients. A food price study was made to check the last one made in 1953; the current information led to a revision in allowances to aid recipients for food purchases.

Plans for the future include revamping juvenile correctional institutional statistics to enable study of some of the factors involved in successful and unsuccessful juvenile post-institutional adjustment. Mental hospital and colony statistical reporting projects will be revised with a view toward obtaining some data not now available but useful for planning and administrative purposes.

Table 1

Persons Receiving Services from the State Department of Public Welfare or from Local Agencies under Its Supervision as of June 30, 1956 and 1958

Operating Division	June 30		Change
	1956	1958	
TOTAL	108,716	109,842	1,126
In public institutions	23,301	23,785	484
Not in public institutions	85,415	86,057	642
Children and Youth	9,061	10,822	1,761
Corrections	6,835	7,949	1,114
Mental Hygiene	20,201	20,231	30
Public Assistance	74,919	73,140	-1,779

Note: Totals have been adjusted for the approximately 2,300 children who were receiving both child welfare services and public assistance.

Table 2

Expenditures of the State Department of Public Welfare
Bienniums 1954-56 and 1956-58

Division or Unit	1954-56	1956-58	Change
TOTAL	\$131,796,283	\$146,484,095	\$14,687,812
State funds	85,422,119	96,396,116	10,973,997
Federal funds	46,374,164	50,087,979	3,713,815
Executive	450,632	565,434	114,802
Administration	(175,406)	(262,467)	(87,061)
Collection and Deportation	(275,226)	(302,967)	(27,741)
Business Management	883,535	1,031,653	148,118
Children and Youth	4,423,408	5,375,445	952,037
Corrections	11,584,843	13,402,976	1,818,133
Mental Hygiene	31,495,590	38,118,795	6,623,205
Public Assistance	82,958,275	87,989,792	5,031,517

Table 3

Persons Employed by the State Department of Public Welfare
on June 30, 1956 and June 30, 1958
by Division or Unit

Division or Unit	June 30 1956	June 30 1958	Change
TOTAL	3,894	4,292	398
Executive	43	49	6
Staff	8	11	3
Research and Statistics	7	9	2
Collection and Deportation	28	29	1
Business Management	129	140	11
Staff	34	37	3
Field Offices	66	70	4
Other	29	33	4
Children and Youth	214	235	21
Staff	128	145	17
Child Center	86	90	4
Corrections	1,065	1,159	94
Staff	176	206	30
State Prison	356	372	16
State Reformatory	181	201	20
Home for Women	94	101	7
School for Boys	151	163	12
School for Girls	107	116	9
Mental Hygiene	2,319	2,578	259
Staff	11	11	—
Mendota State Hospital	455	504	49
Winnebago State Hospital	545	598	53
Central State Hospital	147	156	9
Diagnostic Center	73	96	23
Northern Colony	559	566	7
Northern Annex	67	83	16
Southern Colony	462	560	98
Central Colony	—	4	4
Public Assistance	124	131	7
Staff	85	89	4
Services to the Blind	39	42	3

Table 4
Children Receiving Casework Services
Division for Children and Youth
as of June 30; 1955-58

Living Arrangement	June 30			
	1955	1956	1957	1958
TOTAL	2,020	2,236	2,405	2,530
In Wisconsin Child Center	93	90	89	93
Not in Wisconsin Child Center	1,927	2,146	2,316	2,437

Note: Data relate to children committed to the State Department of Public Welfare; therefore, they omit approximately 150 children receiving casework services who were not under commitment.

Table 5
Living Arrangements of Children Receiving Casework Services
from Child Welfare Agencies, June 30, 1958

Living Arrangement	Total	Division for Children and Youth	County Agencies	Licensed Voluntary Agencies
TOTAL	14,633	2,410	8,512	3,711
Home of parents	5,586	159	4,700	727
Home of relatives	911	114	673	124
Adoptive home	940	246	167	527
Free home	157	29	81	47
Boarding home	4,709	1,560	2,183	966
Work or wage home	111	22	59	30
Institution	1,443	150 ^a	287 ^b	1,006
Elsewhere	776 ^c	130	362	284

^a 93 in Wisconsin Child Center; 57 in other child welfare institutions.

^b 185 in Milwaukee County Children's Home; 102 in voluntary institutions for which the counties provide casework services.

^c Includes 351 for whom primary services were given by another agency.

Table 6
Expenditures of the Division for Children and Youth
from State and Federal Funds
Bienniums 1954-56 and 1956-58

Source and Use of Funds	1954-56	1956-58	Change
TOTAL	\$4,423,408	\$5,375,445	\$952,037
State Funds	4,061,790	4,925,604	864,814
Division for Children and Youth	3,255,452	4,027,131	771,679
Salaries	(1,027,744)	(1,162,916)	(135,172)
Travel, materials and other	(237,005)	(264,579)	(27,574)
Foster care payments	(1,990,703)	(2,599,636)	(608,933)
Wisconsin Child Center	806,338	899,473	93,135
Salaries	(606,269)	(690,133)	(83,864)
Material and other	(200,069)	(209,340)	(9,271)
Fed. child welfare funds	348,655	448,841	100,186
Fed Indian boarding funds	12,963	----	- 12,963

Table 7
Average Daily Population Under Supervision
of Division of Corrections
Fiscal Years 1954-55 to 1957-58

Institution or Service	1954-55	1955-56	1956-57	1957-58
TOTAL	6,317	6,728	6,981	7,465
Institution Supervision	2,711	2,779	2,852	2,888
Adult	2,256	2,296	2,321	2,374
State Prison	(1,411)	(1,455)	(1,447)	(1,468)
State Reformatory	(696)	(700)	(716)	(765)
Home for Women	(149)	(141)	(158)	(141)
Juvenile	455	483	531	514
School for Boys	(310)	(314)	(345)	(347)
School for Girls	(145)	(169)	(186)	(167)
Field Supervision	3,606	3,949	4,129	4,577
Probation	1,911	2,056	2,080	2,242
Parole	1,695	1,893	2,049	2,335

Table 8
Expenditures of the Division of Corrections
Bienniums 1954-56 and 1956-58

Use of Funds	1954-56	1956-58	Change
TOTAL	\$11,584,843	\$13,402,976	\$1,818,133
Administration and			
Field Services	1,809,741	2,207,793	398,052
Salaries	1,477,581	1,812,695	335,114
Travel, material and other	332,160	395,098	62,938
Institutions	9,775,102	11,195,183	1,420,081
State Prison	3,860,039	4,284,331	424,292
State Reformatory	2,414,839	2,727,788	312,949
Home for Women	988,605	1,145,303	156,698
School for Boys	1,527,385	1,790,298	262,913
School for Girls	984,234	1,247,463	263,229

Table 9
Financial Statement of Prison and Reformatory Industries
Biennium 1956-58

Industry	Gross Revenue	Expenditures	Net Revenues
TOTAL	\$3,805,866^a	\$3,394,383	\$411,483^a
Prison Industries	3,658,829	3,234,456	424,373
Metal	1,552,218	1,349,491	202,727
Laundry	378,651	339,745	38,906
Printing and Binding	97,523	102,147	— 4,624
Paint	210,222	178,714	31,508
Shoe	66,838	80,023	— 13,185
Cannery	237,853	244,086	— 6,233
Clothing	303,582	306,469	— 2,887
Binder Twine	229,286	12,269	217,017
Central Generating	582,656	621,512	— 38,856
Reformatory Industries	147,037	159,927	— 12,890
Auto	94,564	103,604	— 9,040
Clothing	52,471	56,323	— 3,852
Granite	2	—	2

^a Includes \$166,751 from the Metal Industry which was reverted to the state's General Fund.

Table 10
Average Daily Populations
Wisconsin State and County Mental Institutions
Fiscal Years 1954-55 to 1957-58

Institution	1954-55	1955-56	1956-57	1957-58
TOTAL	18,250	18,258	18,343	18,247
State institutions	5,534	5,620	5,668	5,654
Hospitals	2,356	2,391	2,376	2,363
Mendota	(865)	(883)	(911)	(937)
Winnebago	(1,129)	(1,133)	(1,092)	(1,079)
Central	(346)	(346)	(338)	(311)
Diagnostic Center	(16)	(29)	(35)	(36)
Colonies	3,178	3,229	3,292	3,291
Northern	(1,803)	(1,818)	(1,881)	(1,864)
Southern	(1,375)	(1,411)	(1,411)	(1,427)
County institutions	12,716	12,638	12,675	12,593
Milwaukee	3,934	3,970	3,863	3,746
Other	8,782	8,668	8,812	8,847

Table 11
Expenditures of the Division of Mental Hygiene
from State and Federal Funds
Bienniums 1954-56 and 1956-58

Source and Use of Funds	1954-56	1956-58	Change
TOTAL	\$31,495,590	\$38,118,795	\$6,623,205
State Funds	31,444,187	38,037,760	6,593,573
Division of			
Mental Hygiene	204,918	172,560	-32,358
Administration	(138,668)	(172,560)	(33,892)
Bureau of			
Alcohol Studies	(16,250) ^a	(-----)	(-16,250)
State aid to			
alcohol treat-			
ment centers	(50,000) ^a	(-----)	(-50,000)
State Institutions	19,702,574	24,367,643	4,665,069
Mendota	(4,164,464)	(5,226,323)	(1,061,859)
Winnebago			
State Hospital	(4,399,343)	(5,562,154)	(1,162,811)
Central			
State Hospital	(1,543,861)	(1,779,731)	(235,870)
Diagnostic			
Center	(553,900) ^b	(854,971)	(301,071)
Northern Colony	(4,641,936)	(5,411,407)	(769,471)
Northern Annex	(384,435)	(508,639)	(124,204)
Southern Colony	(4,014,635)	(4,998,433)	(983,798)
Central Colony	(-----)	(25,985) ^c	(25,985)
State Aid to county			
mental hospitals	11,536,695	13,497,557	1,960,862
Federal Mental			
Health Act Funds	51,403	81,035	29,632

^a Discontinued during 1954-56 biennium.

^b Initiated during 1954-56 biennium.

^c Initiated during 1956-58 biennium.

Table 12
Expenditures for Public Assistance, Biennium 1956-58
by Program and Source of Funds

Program	Total	Source of Funds		
		Federal	State	Local
TOTAL	\$131,403,249	\$49,404,105	\$37,536,449	\$44,462,695
Old Age Assistance	66,587,947	31,351,060	22,926,351	12,310,536
Aid to Dependent Children	28,653,193	12,105,265	9,634,952	6,912,976
Aid to the Blind	1,921,000	907,020	633,220	380,760
Aid to the Disabled	3,197,850	1,078,938	1,107,728	1,011,184
General Relief	19,115,788	20,000 ^a	658,634	18,437,154
County and state administration	11,927,471	3,941,822	2,575,564	5,410,085

^a From U.S. Bureau of Indian Affairs.

Note: This table includes \$91,989 in state reimbursement to juvenile courts and excludes costs of Services to the Blind. See Table 14.

Table 13
Average Number of Public Assistance Recipients
and Average Monthly Expenditures
Years Ending June 30, 1957 and 1958

Program	1956-57		1957-58	
	Average number of recipients	Average monthly expenditures	Average number of recipients	Average monthly expenditures
TOTAL	95,565^a	\$4,835,050	100,850^a	\$5,120,265
Old Age Assistance	40,505	2,755,445	38,624	2,793,552
Aid to Dependent Children	30,636	1,168,836	31,066	1,218,930
Aid to the Blind	1,085	79,533	1,040	80,550
Aid to the Disabled	1,235	128,395	1,250	138,092
General Relief	22,467	703,841	29,230	889,141

^a Duplication resulting from persons who received general relief to supplement another type of public assistance has been eliminated on a partially estimated basis.

Table 14
Expenditures of Services to the Blind
from State and Federal Funds
Bienniums 1954-56 and 1956-58

Source and Use of Funds	1954-56	1956-58	Change
TOTAL	\$856,565	\$1,049,238	\$192,673
State Funds	727,443	895,240	167,797
Administration	137,012	149,065	12,053
Field Services	71,638	66,326	-5,312
Vocational rehabilitation	30,317	38,022	7,705
Workshop, vending stands, and homework	488,476	641,827	153,351
Federal funds for vocational rehabilitation	129,122	153,998	24,876

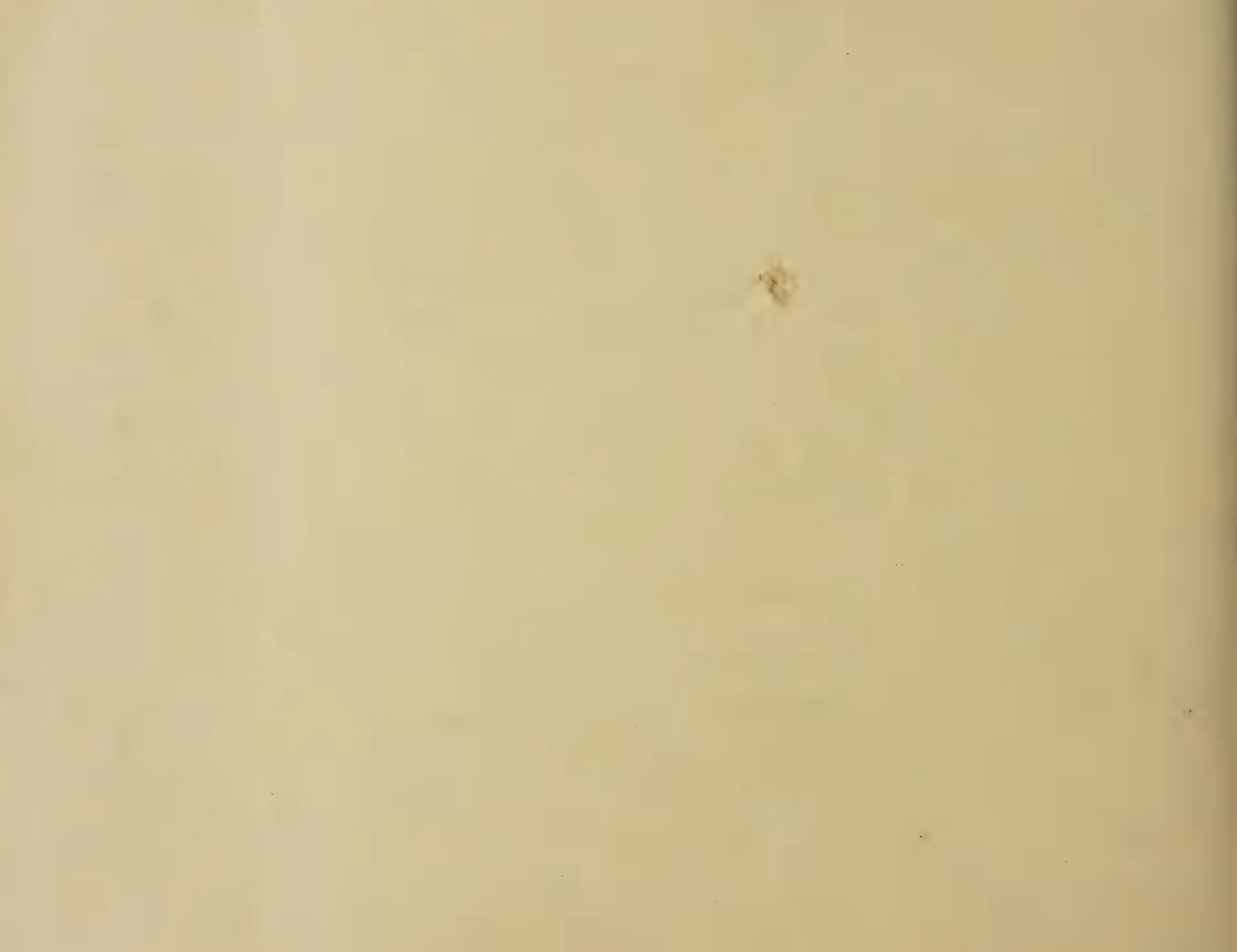
Table 15
Persons Receiving Services to the Blind
during June, 1956 and 1958

Type of Service	June 1956	June 1958	Change
TOTAL	686	509	-177
Rehabilitation	193	153	- 40
Social services	493	356	-137

Table 16
Selected Activities of the Bureau of Collection and Deportation
Bienniums 1954-56 and 1956-58

Activity	1954-56	1956-58	Change
Collection of Charges for institutional care			
Amount collected	\$4,478,114	\$5,433,654	\$955,540
Number of collections	64,314	74,793	10,479
Deportation of mental patients			
Sent to other states	94	112	18
Received from other states	61	63	2
Sterilization authorized for mental defectives		8	8

THIS REPORT is a product of the trades training program which is being carried on at the Wisconsin State Prison Waupun as part of the rehabilitative work of the institution. Composition and presswork are the handiwork of inmates, virtually all of them without previous experience in the printing trades.



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ENNIAL REPORT

1958-1960

Wisconsin
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CHILD WELFARE INSTITUTIONS

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STATEMENT

December 1, 1960

The Honorable Gaylord A. Nelson
Governor of Wisconsin
State Capitol
Madison, Wisconsin

Sir:

It is my pleasure and statutory duty to submit to you the report of the State Department of Public Welfare for the biennial period ending June 30, 1960.

The report has the title "Wisconsin Welfare Programs in Progress" because it focuses upon those programs where we believe that significant progress was made during the biennium. Because a report of every Department activity would be too voluminous, we have necessarily had to be selective. Some of the progress is still in process, and not all the problems have been solved. It is quite possible that there may not be complete agreement as to the relative importance of program areas selected or as to the nature and extent of progress reported. While we recognize this possibility, we believe that the report contains a balanced, although brief, factual statement of what is being done and hopefully it will provide greater public understanding of the state's services and goals in the public welfare field.

On behalf of the State Board of Public Welfare, the staff of the Department, and myself, I wish to record our very real appreciation for the sympathetic consideration you have always shown toward the welfare needs and services of our state.

Respectfully,

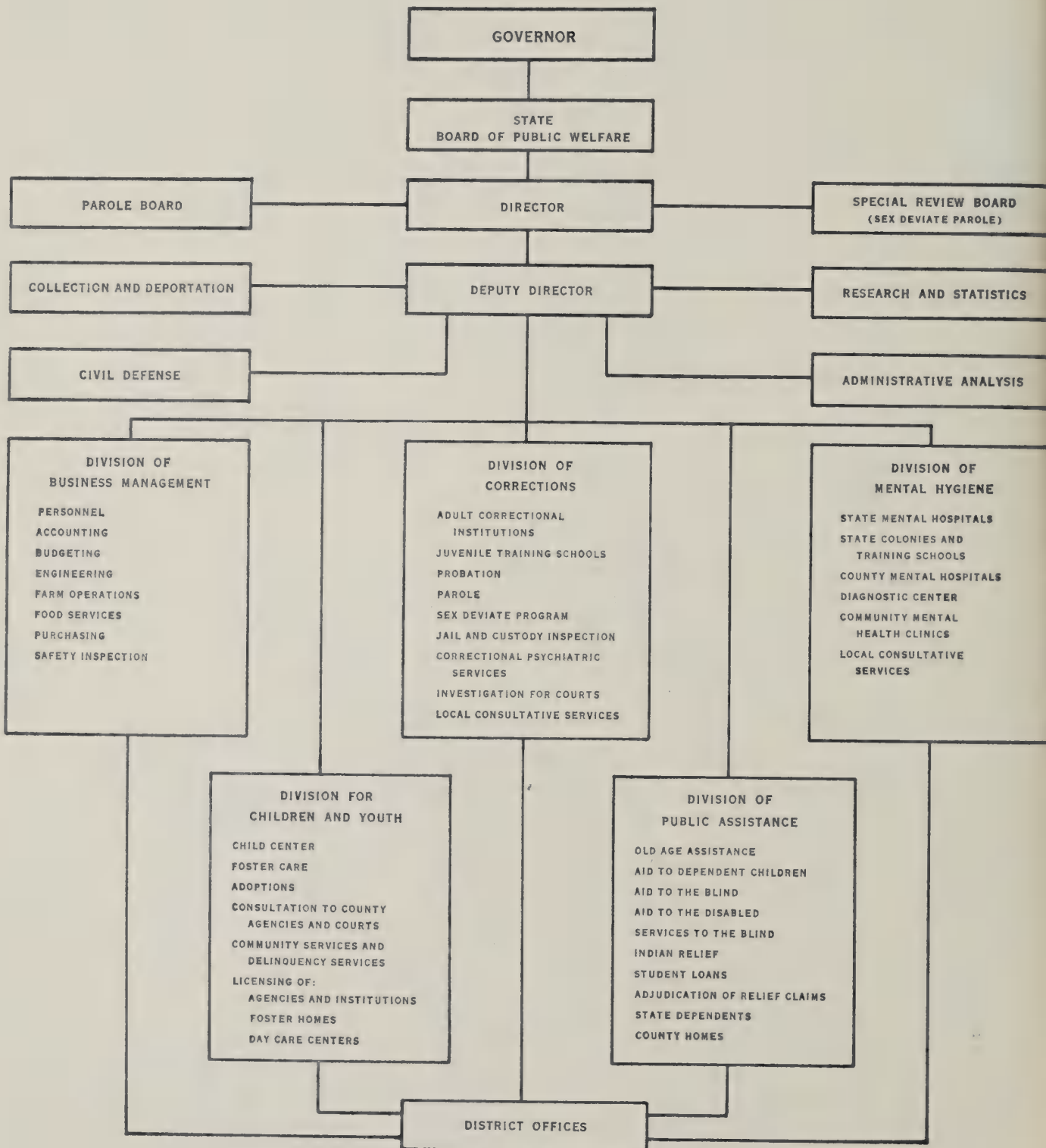
Wilbur J. Schmidt

Director

STATE DEPARTMENT OF PUBLIC WELFARE

TABLE OF ORGANIZATION

JUNE 30, 1960



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STATISTICS IN BRIEF

The Overall Picture

The total number of persons directly benefiting from welfare services of the State Department of Public Welfare increased during the 1958-60 biennium from approximately 110,000 to 115,000. Increases occurred in all major program areas.

Total state and federal welfare expenditures for which the Department had fiscal responsibility amounted to \$169,000,000 for the 1958-60 biennium. This is an increase of nearly 22½ million dollars or about 16 percent over the previous biennium.

Mental Hospitals

The average daily number of patients in both state and county mental hospitals remained relatively constant during the biennium. During the 1959-60 fiscal year the average daily population in state mental hospitals was 2,326 compared with 2,363 in 1957-58. In the same period the comparable figures for county mental hospitals were 12,635 and 12,593.

While the average daily number of patients did not change appreciably, the number of admissions to state mental hospitals during the 1959-60 fiscal year was 3,954 or 8 percent higher than the 3,666 admitted in 1957-58. Thus, while increasing numbers of patients were admitted for inpatient mental hospital care, comparably increasing numbers were released and the average length of stay declined.

Colonies for Mentally Retarded

With the opening of the Central Wisconsin Colony and Training School in 1959, the state has three institutions for the care and treatment of the mentally retarded. The average daily number of patients at the three institutions during the second year of the biennium was 3,521, a rise of 230 or 7 percent over the comparable period of the previous biennium. Since the average daily population of the new institution's first year of operation was 124, this indicates that it absorbed over half of the increase by transfer of patients from the other colonies.

Adult Correctional Institutions

The average daily population at both the State Prison and State Reformatory increased steadily during the biennium. During the 1959-60 fiscal year it was 1,587 at the State Prison (an increase of 119) and 982 at the State Reformatory (an increase of 217).

At the Home for Women the average daily population declined from 141 in 1957-58 to 112 in 1959-60. However, as of June 30, 1960, the number of inmates stood at 142. This rise occurred late in the fiscal year as a result of a new law permitting the Home for Women to be used for sentenced female misdemeanants.

Juvenile Correctional Institutions

On April 1, 1959 the Wisconsin School for Boys at Wales was opened, making a total of two state correctional institutions for male juvenile delinquents and one for females. The combined average daily population rose from 514 in the 1957-58 fiscal year to 578 in 1959-60. The increase of 64 was largely related to the opening of new facilities at Wales.

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Correctional
Field
Supervision

The average number of persons receiving probation and parole supervision has steadily increased during the past several years. It reached a total of 5,392 for the 1959-60 fiscal year, an increase of 815 or 18 percent over the same year of the previous biennium. Generally speaking, the number of persons receiving probation supervision has been about the same as that of persons receiving parole supervision, although the trend during the biennium was toward more probation cases.

Child
Welfare

Of the children receiving casework services from child welfare agencies 16 percent were being supervised by the state, 60 percent by county welfare agencies, and 24 percent by voluntary children's agencies. The proportion of children receiving casework services from public agencies rose slightly from 74.6 percent in the previous biennium to 76.1 percent in the current biennium.

The average daily number of dependent-neglected children at the Wisconsin Child Center remained quite constant during the biennium, about 90.

Public
Assistance

The average numbers of recipients of Old Age Assistance and Aid to the Blind continued to show steady declines during the biennium. Recipients of Aid to Dependent Children, however, increased. Because of a broadened definition of Aid to the Disabled that was established by law in September 1959, the average number of recipients of this program increased from 1,265 to 2,185 during the biennium.

State and federal expenditures for public assistance during the biennium totaled \$96,346,000, an increase of nearly \$9.5 million over the previous biennium. This increase occurred entirely in the expenditure of federal funds; state expenditures remained about the same. The amounts expended for Aid to the Disabled rose from \$2.2 million during the 1956-58 biennium to \$3.1 million during the 1958-60 biennium.

Total
Department
Expenditures

Biennial expenditures of state and federal funds for public welfare totaled \$169 million, about 16 percent more than the amount expended during the previous biennium. Federal funds comprised 35 percent of the total and state funds, 65 percent.

The expenditure of federal funds increased about 20 percent, almost wholly for public assistance, while that of state funds increased a little less than 15 percent, about half of which was for state and county hospitals.

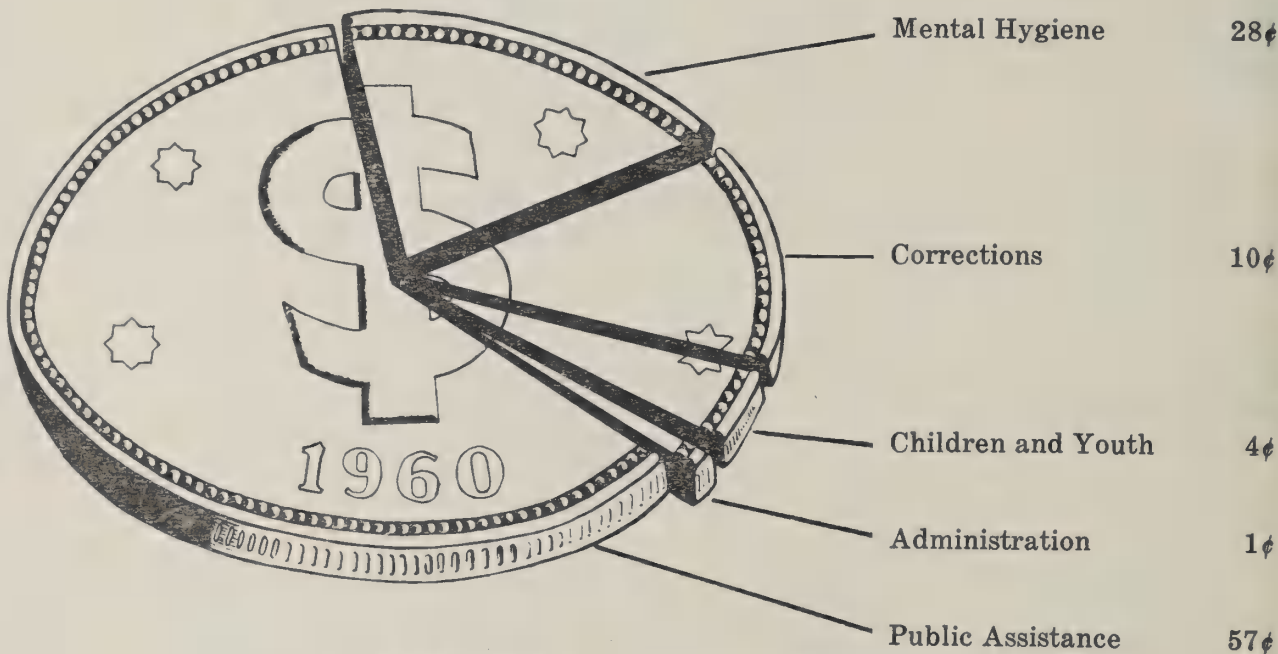
More than half (62 percent) of the expenditure of state and federal funds was for programs for individuals and families and 37 percent for institutional programs.

PUBLIC WELFARE EXPENDITURES

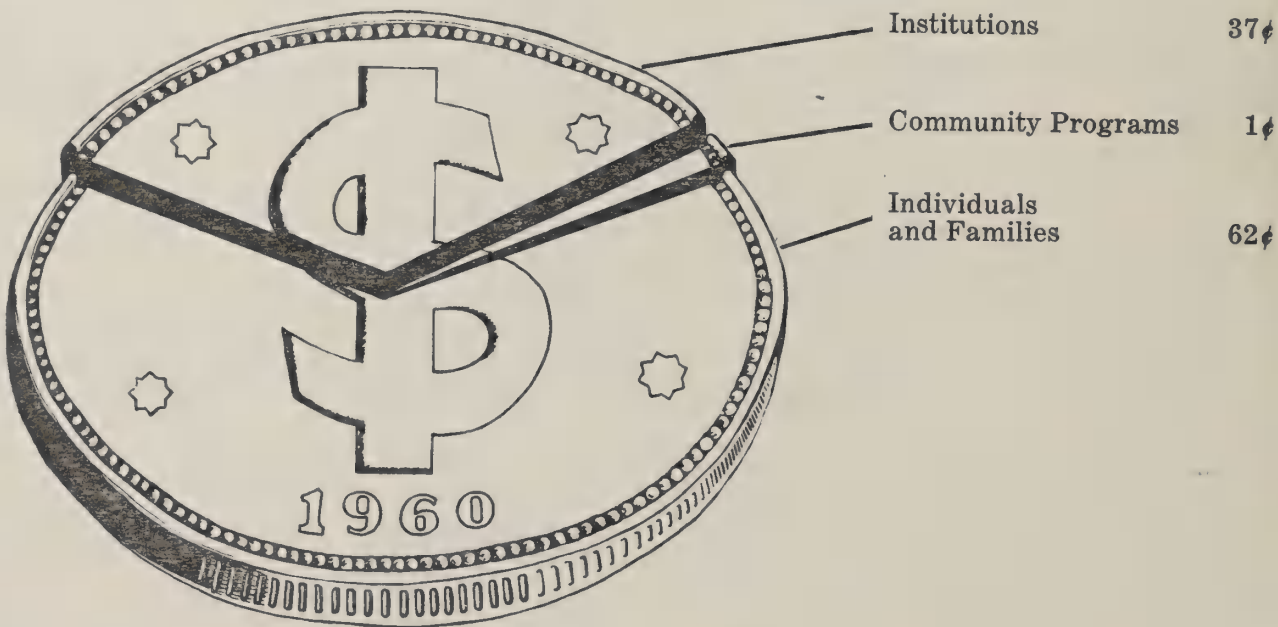
1958-1960 \$168,794,015

(State and Federal Funds)

DOLLAR SHARE By Program



DOLLAR SHARE By Program Focus



PROGRAMS FOR INDIVIDUAL AND FAMILY LIVING



Most of the program of the State Department of Public Welfare, and the public funds involved, are intended to assist individuals and families living in their own homes. There is public assistance such as Aid to Dependent Children, for example, that aims to keep families together when there is not enough income to maintain their members in decency and health. There are child welfare services which help

children to grow up in a wholesome family setting whenever possible. There are probation and parole services which enable criminal offenders to remain in or return to community living and make better adjustments there. Primary welfare emphasis, therefore, is upon preserving and strengthening family and community living.

Adequate Financing of Public Assistance

Public assistance has a fundamental responsibility for providing the basic living needs of eligible individuals and families, including medical care. The state legislature and county boards have demonstrated their conviction that programs to help needy people should be adequately financed. Equally important is their recognition of the need for competent administration of these programs. Personnel who have the knowledge and ability to help people achieve maximum personal independence through self-support and self-care may frequently use their skills in such a way that little or no financial help need be granted. Of course, in most situations casework services alone would be futile

if needy people did not get adequate financial assistance. When people are hungry, cold, or ill, their immediate problems must be met before they can be motivated toward new attempts to become more independent.

Public assistance programs in Wisconsin traditionally have not been hampered by lack of appropriations for assistance grants, health maintenance, and sound administration of these programs. During this biennium, they not only provided adequate food, clothing, fuel, shelter, and medical care to needy individuals and families but also placed increasing emphasis upon prevention and remedial services.

Improvement of Social Services in Public Assistance

Wisconsin's welfare programs are dedicated to helping the individual achieve the greatest degree of economic and personal independence of which he is capable. During the biennium, Department staff intensified their efforts with county welfare agency personnel toward increasing the knowledge and skills needed to provide the kinds of social services to achieve this goal. As a result, more casework-

ers took advantage of university extension courses. On-the-job training was given greater coverage and continuity by the adoption of a formalized staff development plan for social service staffs in county agencies. The plan provides for an orientation course for all new caseworkers, study groups for casework supervisors and directors, and advanced institutes for experienced caseworkers.

Aid to Totally and Permanently Disabled Persons

Wisconsin pioneered in 1945 in the adoption of the nation's first assistance program for disabled persons. In 1950 the National Congress provided for federal financial participation under a broader definition of disability. The state law which went into effect in 1959, being closer to the federal definition, allowed more disabled

persons to be eligible for aid. It defines a disabled person as one who has a medically demonstrable impairment which is permanent and which prevents such person from engaging in a useful occupation within his competence, whereas previously it was necessary that such a person be totally and permanently disabled

physically as to require constant and continuous care. Mentally disabled persons are also eligible under the new law. Many of the new eligibles formerly received general relief, which is entirely locally financed. Applicants approved

during the period September 1959 through June 1960 who were transferred from the general relief program totaled 1,367, or 59 percent of the total number of newly qualified aid recipients.



Adoptions

Nearly a third more children under Department guardianship were placed in adoptive homes in the first six months of 1960 than in the first half of 1958. Progress is also being made in placing babies earlier. As of June 30, 1958, there were 38 children who had been placed in adoptive homes when under three months of age; as of June 30, 1960, there were 54. Of

those in adoptive homes on June 30, 1958, 44 were placed between three and six months of age, whereas on June 30, 1960, 70 children had been placed at this age.

Placement of non-white children and school age children continues to be slow. Some improvement is occurring as a result of state-wide meetings that were arranged to permit adoption

workers to exchange information about children for whom homes are needed and about families who may be willing to adopt non-white children. Inter-state cooperation has resulted in the placement of Indian children in a neighboring state. Intensified efforts toward seeking out adoptive homes for non-white children are also being made.

Foster Home Program for Delinquents

The increase in number of delinquent children placed in foster homes indicates the dramatic way this program has developed. On June 30, 1958 there were 71 delinquent children in foster homes, including a few in group homes. The group home was only beginning to receive recognition as a placement resource for difficult children. On June 30, 1960 there were 138 delinquent children in foster homes of all types, with nearly half of them in group homes. The number of group homes for delinquents had increased by fifteen over the four in operation at

A new system of regularly reporting on all children still unplaced provides current information as to where progress is being made, and where improvement is needed, in speeding up adoptive home studies and placements. It also helps to determine how much staff must be assigned to the adoption program to keep pace with the increasing number of children coming under Department guardianship.

the start of the two-year period. This growth indicates that the value of the foster home placement program is increasingly recognized by juvenile courts, judges, local welfare agencies, and by those who appropriate the funds to make it possible. As an alternative to returning delinquents to their unwholesome living arrangements, the foster home setting offers the encouraging possibility of changing delinquent behavior patterns, thereby salvaging many young lives.

Machine Shop Pilot Project for the Blind

As a result of a survey report on the feasibility of machine shop training at the Workshop for the Blind, a Contract Machine Shop Pilot Project was started during the biennium. Its purpose was to determine the practicability of employing and training blind persons on basic machine tools. Work was secured by competitive bid on contracts sub-let by industry.

The project qualified for federal financing of the cost of equipment, necessary alterations to the facilities, and staff needed for training. An advisory committee of the Engineers' Society of Milwaukee provided consultation services as to the type of machine tools to be secured, plant adaptations required for blind workers, and types of work to be performed within the limitations of the project.

The machine shop began operating in January 1959, and production advanced since

then with increasing momentum. By the end of the biennium, the 2,500 square feet of space assigned to the project limited further expansion of this activity. While the number of employees averaged seven per workday, as many as ten have been employed during periods of peak production.

The Department is considering the establishment of the Machine Shop Project as a permanent part of the Workshop's program. As a resource for training in basic skills and sound work habits, the project has substantially helped in the placement program of the Blind Vocational Rehabilitation Unit. The project also affords better utilization of the residual skills of marginally blind workers. Moreover, these workers have found machine tool operation both physically less demanding and financially more rewarding than most other operations at the Workshop.

INSTITUTIONAL PROGRAMS



Approximately 25,000 of the 115,000 persons who receive assistance or services from the Department or from agencies under its supervision are cared for in public institutions. These include persons under care or custody of state and county mental hospitals, the colonies for the retarded, the state correctional institutions, and child welfare institutions, and county home residents receiving public assistance. The treatment and rehabilitation programs of these institutions are of primary importance because they are aimed at restoring ill or maladjusted individuals to

independent and useful community living whenever possible. Many of the institutionalized do return to their communities, but even when prolonged care or custody is required, programs are geared toward maintaining and developing the individual's capacities for independent functioning and ultimate release. This emphasis toward non-institution living and independent functioning is essential not only because of human values but because institutional welfare programs are very costly and institutional living, economically and socially unproductive.

Construction and Remodeling of Institutions

Through adoption of a realistic modernization and replacement program, the Department with the cooperation of the State Building Commission was able to continue a progressive building program during the biennium. Building construction projects totaling \$6,300,000 were completed and placed in operation. Major projects completed include a 220-bed infirmary unit at the Central Wisconsin Colony and Training School, remodeling of existing buildings and construction of nine new cottages and a school building at the Wales School for Boys, a maintenance building at Winnebago State Hospital, a laundry addition at the Southern Wisconsin Colony and Training School, repair of roofs on two cottages at the Northern Wisconsin Colony and Training School, and installation of a radio

and intercommunication system at the State Prison.

Projects totaling \$10,500,000 were under construction at the end of the biennium. These include three 100-bed dormitories, an administration building, a chapel, a power plant, and a food services building at the new Wisconsin Correctional Institution; an additional boiler to serve Mendota State Hospital and the Central Colony; a 440-bed nursery building and a food service building at the Central Colony; renovation of cottage heating and ventilating systems at the Northern Colony; an intensive treatment building at the Prison; and installation of fire protection projects at various institutions.

New Construction Planned or Proposed

Plans for new buildings were started and several project plans were completed for contract bidding. These construction projects and associated items total approximately \$20,400,000 and include an educational building and a laundry-warehouse unit at Northern Colony, an infirmary building at Winnebago State Hospital, an administration-hospital-research building at Central Colony, a residential treatment center on the Mendota State Hospital grounds, a reception-segregation-infirmary building at the Reformatory, a forestry camp for delinquent boys near Black River Falls, an administration building at the School for Girls, a new school for delinquent boys at Kettle Moraine, and

completion of the new Wisconsin Correctional Institution.

The State Building Commission allocated funds to the Bureau of Engineering for preparation of plans for proposed projects totaling \$11,500,000. Construction funds will need to be provided by the Legislature. Major projects include ten regional group homes; infirmary buildings at Mendota State Hospital, Northern Colony, and Central Colony; a hospital building at Southern Colony; a replacement of the Workshop for the Blind; a food service building at the Prison; and installation of additional boilers at two institutions.

New Corrections Institutions

Major progress was made during the biennium in the state correctional institution building program. At the Wales School for Boys, the first of two new facilities for the training and treatment of delinquent boys was activated in April 1959. This facility for 300 boys will have two separate, but related, programs. A reception center, housed in one building, provides for initial, intensive study and evaluation of delinquent boys committed to the Department to determine the type of placement and treatment best suited for the individual delinquent. The second program provides residential care for 225 boys in nine newly constructed cottages. A single room is provided for each boy in the reception center or in the cottages. An innovation was introduced in the cottage feeding system whereby all boys eat their meals in the cottages rather than in the traditional community dining hall. The School at Wales supplements the School for Boys at Waukesha, which will be replaced by a new training school to be located in the northern Kettle Moraine State Forest near Plymouth.

New Program for Female Misdemeanants

The 1959 Legislature enacted a new provision which permits county courts, with Department approval, to commit offenders to the Wisconsin Home for Women upon conviction of a misdemeanor for which the maximum sentence is six months or more in a county jail. Previously, women so sentenced were forced to serve time in a county jail in virtual idleness. No other recourse was possible because the minimum sentence to the Home for Women had to

be one year. The new law not only makes available the better treatment and training facilities of the Home for Women, but it relieves small counties of the considerable expense involved in providing around-the-clock matron services for the few women who are occasionally confined. It also gives some women offenders the opportunity to benefit from a minimum period of parole supervision. Many counties have used the provisions of the new law.

Opening of a New Colony for the Mentally Retarded

The first unit of the new Central Wisconsin Colony and Training School began receiving patients in June 1959. This is a specialized facility for the residential care, treatment, and training of the most severely physically and mentally handicapped of the state's citizens. Patients are selected for transfer to Central Colony on the basis of their need for specialized medical, nursing, or personal care or for special study.

As the program at Central Colony develops, it will have a strong research orientation with

particular emphasis upon the biological and behavioral aspects of mental retardation. It plans to develop, through study and research, specialized programs for the care, treatment, and training of patients. It will also conduct, in cooperation with the University, programs for enriching the clinical training of professional personnel who plan to work in the field of mental retardation.

Toward the end of the biennium the second unit at Central Colony, the nursery building, neared completion.

Planning a Treatment Center for Emotionally Disturbed Children

A milestone in mental health legislation is the 1959 law authorizing the establishment of a residential treatment center for emotionally disturbed children, a proposal which the Department strongly supported. It permits construction of a 30-bed facility at Madison for the intensive treatment of severely disturbed children between six and twelve years of age. By the end of the biennium, a Department Committee completed a program statement for the

State Building Commission, and plans for two 15-bed cottages and a therapy building were approved by the Commission. When completed and in operation the Center will close an important gap in the state's mental hygiene treatment program, there being no specialized facilities in any of the existing state institutions for the long-term treatment of severely disturbed children.



Golden Age Manor — A Modern County Home at Amery, Polk County

Services to County Homes

An important function of the Department in the area of institutional programs is the provision of consultation services and carrying out of regulatory responsibilities with respect to local facilities such as county homes, county mental hospitals, and jails. A specific statutory responsibility is that of consulting with county officials and architects who are planning construction or remodeling of county homes to assure that the new facilities will meet the particular needs of the infirm aged. Another responsibility consists of regular inspection of the homes and their programs of medical and nursing care to obtain compliance with established standards that are intended to improve programs. Those county homes which have been designated as public medical institutions must meet special requirements. These are facilities in which old age assistance recipients may reside and for whose care federal funds are received.

Of the 36 county homes in Wisconsin, 30 are approved as public medical institutions. All but one of the 30 have registered nurses in charge of the nursing program and in some instances several registered nurses are employed. Each institution has the services of one or more physicians to provide medical supervision and medical attention to individual residents. Great emphasis has been placed on physical rehabilitation and better nutrition. As a result many patients are taking care of much or all of their personal needs, thereby reducing the cost of providing more extensive nursing care.

A Manual for Nursing Aids has been issued as part of a plan to promote in-service training of county home staffs, and attendance of institutes for nurses is encouraged. Dietary plans are evaluated during inspection visits, and consultation with follow-up is provided to improve menus when they are found to be nutritionally deficient.

The Department employs a full-time activity and recreation consultant to help develop activities within the county homes to relieve the monotony of institution living and to make it more enjoyable. A basic objective is to stimulate use of talent among inmates, employees, and volunteers in the community to carry on better and more diversified activity programs in each institution.

Fire Prevention and Safety Programs

The Department has the grave, continuing responsibility for the health and safety of persons placed in its custody. Of major concern is protection against fire hazards and injuries. The Safety Supervisor of the Department makes regular contacts with state institutions, the county mental hospitals, and county homes. New employees are instructed in fire prevention

Changes in Food Service

Over ten and one-half million meals were served during each year of the biennium to inmates and employees of the Department's institutions. This is indicative not only of the large volume of food that must be purchased and prepared but of the large staff complement that is required to prepare and serve food. Many of the inmates, because of mental and physical handicaps, require special services in diet or feeding, particularly at the colonies.

Advances were made during the biennium

Jail and Detention Facility Improvements

Significant progress was made during the biennium to improve jail facilities by making recommendations to local authorities after inspections are completed. Efforts were made to obtain new jail and detention facilities where needed, and Department staff worked intensively with local committees and architects during the planning stage of new construction. The following counties constructed new jails—Portage, Marathon, Iowa, Green, Waukesha, and Dodge. Major remodeling was undertaken in Langlade and Iron counties. New city jails were constructed at Neenah, Beaver Dam, Cornell, and Milwaukee, and new jails are under construction in

Many counties which have built new homes or additions within recent years (and twenty-three have done so) are finding that they need to increase their facilities. Four counties having old buildings are moving toward new construction. Several counties without county homes are considering the construction of facilities that will qualify as public medical institutions.

and safety as part of an established training program. With the completion of the fire protection projects, it is believed that inmates can be safely evacuated in the event of fire. Evacuation drills are held regularly where practicable. The institutions are regularly inspected for safety devices and measures such as handrails, guards on machines, eye protection, safe steps, and for any unsafe practices.

at the institutions for the mentally retarded toward encouraging self-help in feeding through the installation of serving counters in cottages housing the more handicapped patients. Participation in self-service is encouraged as a means of building more self reliance among these patients. Another improvement was the centralization of food services for serving those patients requiring handfeeding. For them, it was possible to organize the handling of food in such a way that it does not deteriorate in quality before being consumed.

Oconto, Manitowoc, and Jackson counties. City jails in New London and Edgerton were remodeled. Plans for new county jails have been approved or are being developed in Washington, Washburn, La Crosse, Walworth, Sauk, St. Croix, Dunn, Brown, and Door counties.

Some juvenile detention facilities in the state moved toward improvement. Construction was started on the new Children's Court Center in Milwaukee County that is to replace the old Juvenile Detention Home. A new juvenile unit began operation in the City-County Building in Madison.

COMMUNITY PROGRAMS



In the broadest sense, all welfare services are community programs because the well-being of individuals is inextricably interwoven with the well-being of the community. In a more specific sense, the Department has enthusiastically undertaken several responsibilities that involve working with groups of citizens and officials in communities — mostly local, but also at the state and national levels — toward promoting and helping develop better welfare services. This is done with the firm conviction that to deal constructively with such universal and complicated problems as juvenile delinquency and mental or emotional illness, people from all walks of life must be-

come concerned and actively involved in examining ways and establishing the means to advance their community's welfare.

Staff of the Department are committed in various ways to assist communities in marshalling their resources to deal more effectively with their welfare problems. Some are community service consultants who work with schools, law enforcement officials, local welfare organizations, and individual citizens in juvenile delinquency control. Other staff work with communities in such specialized areas as mental health programs, civil defense welfare services, child welfare services, and juvenile courts.

Community Mental Health Services

The new Community Mental Health Clinic Services Act became law in August 1959. It encourages development of locally sponsored mental health services through 40 percent state financing of the operating costs of clinics. To qualify for state aid these clinics must provide broad mental health services including diagnosis, treatment, prevention, rehabilitation, education, and consultative services. By the end of the biennium, eleven clinics were approved for state financing. These are the Brown, Dane, Dodge, Eau Claire, Fond du Lac, Grant, Kenosha, Milwaukee, Sheboygan, Washington-Ozaukee, and Waukesha clinics. Applications from the Manitowoc and Racine clinics were in the process of being evaluated and were subsequently approved.

Significant changes have occurred in clinic programs throughout the state. Strong local support of clinics is being obtained from professional and lay groups as well as from interested

individuals. Clinic boards have been strengthened and are playing a vital role in the development of clinic policies and services. An increased number of professional people has been employed with the result that more professional time is being devoted to clinic psychiatric services. There has also been an increase in the provision of clinic services to adults, one of the objectives of the new law.

A citizens' advisory committee to the Community Mental Health Clinic Services program was appointed in October 1959. This Committee has worked diligently in promulgating minimum standards for clinic operation. These standards relate to minimum staff requirements, office hours, personnel qualifications, physical facilities, and personnel practices. The citizens' advisory committee will continue to make significant contributions to the Department in charting the way toward sound administration of this new and vital program.

District Mental Health Consultant Services

This program was launched in March 1959 in recognition of increasing community interest in meeting the needs of its citizens in the areas of mental illness and mental retardation. Two mental health consultants were placed in Department district offices, one at Eau Claire and the other at Green Bay. While the consultants were assigned certain functions, their real task was to demonstrate if their services would be used. These services included casework in be-

half of persons entering or leaving state institutions for the mentally ill or mentally retarded, consultative or supervisory services to Department or local agency staffs offering services to such individuals, and community organization services aimed at the development of mental health education and other community mental health resources.

The value of the new program can be demonstrated by relating some of the changes

which have occurred in the Green Bay and Eau Claire areas. Social agencies there have assumed responsibility for providing mental health services where these services were not being offered. Localities are beginning to plan for expanded or new services. This is particularly true of com-

munity mental health clinic services, the mental health consultants being used as a planning resource. Cooperation between agencies in dealing with the mentally ill and the mentally retarded has improved.

Services to County Welfare Departments and Juvenile Courts

With the steady increase in demands for services for children, county welfare departments and juvenile courts looked to the Department for help in planning to meet these demands. Recognition of the growing administrative complexities faced by county welfare directors in administering child welfare programs necessitated the organization of a series of workshops devoted to the improvement of the administration of child welfare services.

Increased instances of juvenile delinquency resulting in expanded court services focused the need for the preparation and publication by the Department of a Juvenile Court Services Handbook. In September 1958, the position of Consultant on services to families and children in their own homes was established. The Department is now able to help communities develop better services for the preservation of family life.



Pre-Sentence Investigation for Courts

When a person is adjudged guilty of a crime, the court may request a social investigation before passing sentence to have available pertinent information upon which a sound decision may be based. The pre-sentence investigation carried out by the Department's probation and parole agents includes all social, personal, and situational information not ordinarily available to the court during the criminal proceed-

ings. There has been a continual increase in the use of the pre-sentence investigation by courts in Wisconsin over the past ten years. During the biennium 2,280 investigations were made. Most of the courts within the state are using the pre-sentence investigation in varying degrees. More and more courts request investigations in all cases involving major criminal offenses.

Emergency Welfare Services for Civil Defense

The Department provides supportive services to county agencies in developing emergency welfare services for civil defense. During the biennium, primary emphasis was given to the preparation and release of a Manual for Emergency Welfare Services. This document defines the civil defense responsibilities of the

Department and county welfare agencies. It provides county agencies with instructional material for training agency personnel and welfare volunteers, and for coordinating their activities with other county agencies and with the civil defense program as a whole.

Citizen's Advisory Committee on Community Mental Health Resources

In October 1959 the Department established a Citizen's Advisory Committee on Mental Health Resources consisting of 21 members. The Committee's formation resulted from a request of the Governor that the Department undertake a study of the county institutional system and explore the benefits which may be realized through more effective use of state and county facilities for the care of the mentally ill and the aged. The Committee has met monthly,

and its initial primary focus has been on the county mental hospitals and the county homes. The Committee is considering the future role of these institutions in the light of the increasing numbers of aged and mentally ill and their changing needs. It is also concerned with the relationship of these facilities to other public and private services available to the mentally ill, mentally deficient, physically infirm, and the aged. Specifically, it will examine:

1. The clinical grouping of persons under care to determine the essential services required to deal with each group's particular mental, physical, and social problems.
2. The adequacy of existing facilities and services required to treat these patients.
3. The gaps in available services for which provision should be made in any long-range plan for improving services to the mentally ill, mentally deficient, physically infirm, and the aged.
4. The extent to which counties and municipalities have the means to provide suitable treatment services for the several

clinical groups found among the patients under care, and what should be the respective local and state responsibilities for providing these services.

5. The most advantageous method of financing county institutions and related services.

White House Conference on Children and Youth

Department activities during the biennium also involved participation in community affairs in the larger state and national context. An example is the 1960 White House Conference on Children and Youth. A State Public Welfare Board member and eight Department staff members were privileged to attend the Conference whose theme was "Help Young America Grow in Freedom." They were among 115 delegates from Wisconsin who tried to help formulate recommendations for the next decade.

Department staff provided their services to the Wisconsin Committee on Children and Youth appointed by the Governor. This Committee was responsible for Wisconsin's preparation for and participation in the White House Conference and for follow-up of the Conference recommendations as they apply to Wisconsin. Over 1600 recommendations were considered from which priorities were established as a blueprint of action for the 1960's.

PROGRAMS AFFECTING WELFARE PERSONNEL

A staff of nearly 4,800 employees is involved in performing all of the activities for which the Department is directly responsible, including institutional personnel. In addition, there are approximately 4,300 employees performing services for county welfare agencies, county hospitals, and community clinics, the operating costs of which are financed in part from state funds.

To continue to carry out effectively the many programs for which it has statutory responsibility,

Training Activities

During the biennium a number of new staff training programs were initiated, but primary progress came in the form of expansion and improvement of existing training programs of demonstrated effectiveness. Improving services by increasing the number of trained personnel available and continuing the exposure of veteran staff to up-to-date knowledge and skills remained the direction in which training efforts were exerted. Not only was a larger number of psychiatrists, psychologists, and social workers made available through training programs for

the Department must engage in an on-going evaluation of the amount of staff needed, and constant recruitment and training of competent personnel. Any report on Wisconsin's welfare programs would not be complete without mention of some of the Department's activities of this nature. The activities are an important aspect of the total welfare picture because they affect the quantity and quality of personnel who man the Department, its institutions and services, and the local welfare agencies.

assignment to critical areas of need but the quality of newly trained personnel employed has proven superior. The latter development was due to more careful selection, more effective training methods, and better orientation of trainees to Department service objectives. Moreover, staff members so trained have tended to remain in the service longer.

Better advance planning resulted in more teachers acquiring specialized summer school training directed toward teaching the more difficult types of students cared for at the insti-

tutions. Large groups of divisional and institutional employes were exposed to training in administration, supervision, job skills, and the development of specialized knowledge.

During the biennium the Department also provided more and better training opportunities for employes of county public welfare departments and agencies licensed by the Department to provide child welfare services. Educational resources outside the Department were utilized

Analysis of Casework Functions

During 1959 the Department with the cooperation of the University Bureau of Government undertook a study of casework functions in the Division for Children and Youth. The aim of this study was to develop caseload management procedures and establish a more scientific basis for budgeting the number of caseworker positions needed. A large sample of time observations related to casework activity was used as the basic data. Thus, it was possible to determine the relative amount of time that was spent on the various types of activities that are engaged in to complete each type of casework service. Another aspect of the study was the delineation of children's cases requiring inten-

to a greater extent than in previous years. The services of the University Extension Division, particularly its School of Social Work and Bureau of Government, were extensively used. The plan for the payment of educational stipends to train carefully selected county welfare workers in social work was expanded. The program designed for the training of staff and administration of child care institutions in the state gave Wisconsin national recognition.

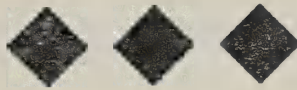
sive casework services from those requiring basic casework services, the former including those which require specialized skills and the greatest amount of time.

In 1960 the results of the study were used in preparing the Division's budget request. An inventory made of the number of cases that require basic or intensive service was used as a basis for estimating future caseload needs. By relating the number of work-units required to service future caseloads, it was possible to determine with greater certainty how many caseworker positions would have to be included in the Division's budget.



New Kettle Moraine School for Boys as shown in architect's sketch

LOOKING AHEAD



The statutory mandate to public welfare in Wisconsin is expressed in the Statutes, as follows:

"46.001 Purposes of chapter. The purposes of this chapter are to conserve human resources in Wisconsin; to provide a just and humane program of services to dependent and neglected children and children born out of wedlock; to prevent dependency, mental illness, delinquency, crime and other forms of social maladjustment by a continuous attack on causes; to provide effective aid and services to all persons in need thereof and to assist such persons to achieve or regain self-dependence at the earliest possible date; to provide a just, humane and efficient program for the rehabilitation of juvenile delinquents and other offenders; to avoid duplication and waste of effort and money on the part of public and private agencies; and to coordinate and integrate a social welfare program."

During the biennium just completed, and as indicated in the body of this report, progress has been achieved in many areas towards solution of a variety of problems. Recognition of success in reaching or approaching settlement of some difficulties, however, should not dull sensitivity to the continuing presence of others, nor to the emergence of new ones.

Persistent problems that will carry over into the next biennium include replacement of obsolete institutions and buildings, recruitment of budgeted staff complements in such specializations as psychiatry and social work, replacement of patient labor in areas of patient care, food service, and laundry service in the colonies and mental hospitals, reduction of hours of work of supervisory and guard personnel in the pris-

on camps and farms, elimination of waiting lists for admission to the colonies, and elimination of Shigella dysentery at Southern Wisconsin Colony and Training School.

During the next biennium it is hoped that answers will be found to such more recently arisen problems as:

1. Re-shaping of program at the Wisconsin Child Center, as a result of change in the characteristics and needs of child population;
2. Institution of a program for treatment of alcoholics now sent to mental hospitals;
3. Development of an educational program in the state mental hospitals for the increasing number of adolescent and teenage patients;
4. Development of out-patient and follow-up services for the state hospitals and colonies;
5. Development of new types of useful employment for inmates of penal and correctional institutions; and
6. Effective coordination of community and local mental hygiene services with existing institutional and clinic facilities.

These needs comprise a list of challenges to be answered in the next biennium. Answers will be sought in the effective use of existing legislative authorizations and available staff and material resources, together with presentations through the medium of the 1961-63 departmental budget requests.

STATISTICAL AND FINANCIAL TABLES

Table 1
Persons Receiving Services from the State Department of
Public Welfare or from Local Agencies under Its
Supervision as of June 30; 1958 and 1960

Operating Division	June 30		Change
	1958	1960	
TOTAL	109,842	114,779	4,937
In public institutions	23,785	24,718	933
Not in public institutions	86,057	90,061	4,004
Children and Youth	10,822	12,224	1,402
Corrections	7,949	8,869	920
Mental Hygiene	20,231	20,382	151
Public Assistance	73,140	75,604	2,464

Note: Totals have been adjusted for the approximately 2,300 children who were receiving both child welfare services and public assistance.

Table 2
Expenditures of the State Department of Public Welfare
Bienniums 1956-58 and 1958-60

Division or Unit	1956-58	1958-60	Change ^a
TOTAL	\$146,484,095	\$168,794,015	\$22,309,920
State funds	96,396,116	109,025,494	12,629,378
Federal funds	50,087,979	59,768,521	9,680,542
Executive	565,434	790,071	224,637
Business Management	1,031,653	1,324,816	293,163
Children and Youth	5,375,445	6,364,763	989,318
Corrections	13,402,976	16,480,936	3,077,960
Mental Hygiene	38,118,795	46,916,316	8,797,521
Public Assistance	87,989,792	96,917,113	8,927,321

^aThe figures reported for the 1956-58 biennium included approximately \$750,000 of revolving fund expenditures by the Workshop for the Blind and about \$80,000 of other revolving fund expenditures.

Table 3
Persons Employed by the State Department of Public Welfare
on June 30, 1958 and June 30, 1960
by Division or Unit

Division or Unit	June 30, 1958	June 30, 1960	Change
TOTAL	4,292	4,791	499
Executive	49	52	3
Staff	11	11	—
Research and Statistics	9	10	1
Collection and Deportation	29	31	2
Business Management	140	145	5
Staff	37	41	4
Field Offices	70	73	3
Other	33	31	—2
Children and Youth	235	238	3
Staff	145	168	23
Child Center	90	70	—20
Corrections	1,159	1,326	167
Staff	206	234	28
State Prison	372	384	12
State Reformatory	201	225	24
Home for Women	101	102	1
School for Boys — Wales	—	105	105
School for Boys — Waukesha	163	158	—5
School for Girls	116	118	2
Mental Hygiene	2,578	2,900	322
Staff	11	19	8
Mendota State Hospital	504	516	12
Winnebago State Hospital	598	626	28
Central State Hospital	156	157	1
Diagnostic Center	95	93	—3
Northern Colony	566	573	7
Northern Annex	83	110	27
Southern Colony	560	627	67
Central Colony	4	179	175
Public Assistance	131	130	—1
Staff	89	85	—4
Services to the Blind	42	45	3

Table 4
Children Receiving Casework Services
Division for Children and Youth
as of June 30; 1957-60

Living Arrangement	June 30			
	1957	1958	1959	1960
TOTAL	2,405	2,530	2,605	2,656
In Wisconsin Child Center	89	93	84	88
Not in Wisconsin Child Center	2,316	2,437	2,521	2,568

Note: Data relate to children whose legal custody or guardianship was transferred to the Department; therefore, they omit approximately 125 children receiving casework services whose guardianship or custody had not been transferred.

Table 5
Living Arrangements of Children Receiving Primary Casework Services
from Child Welfare Agencies, March 31, 1960

Living Arrangement	Total	Division for Children and Youth	County Agencies	Licensed voluntary agencies
TOTAL	15,365	2,461	9,239	3,665
Home of parents	6,018	157	5,208	653
Home of relatives	971	85	762	124
Adoptive home	1,156	325	209	622
Free home	143	29	84	30
Boarding home	5,105	1,596	2,512	997
Work or wage home	103	20	40	43
Institution	1,407	146 ^a	252 ^b	1,009
Elsewhere	462	103	172	187

^a87 in Wisconsin Child Center; 59 in other child welfare institutions

^b170 in Milwaukee County Children's Home; 82 in voluntary institutions for which counties provide casework services.

Note: Of the children reported in this table, 800 were also receiving supplementary casework services from other Wisconsin children's agencies. (81 from the Division for Children and Youth, 637 from county welfare agencies, and 82 from licensed voluntary children's agencies.)

Table 6
Expenditures of the Division for Children and Youth
from State and Federal Funds
Bienniums 1956-58 and 1958-60

Source and Use of Funds	1956-58	1958-60	Change
TOTAL	\$5,375,445	\$6,364,763	\$989,318
State Funds	4,926,604	5,746,962	820,358
Administration and Field Services	1,427,495	1,894,962	467,467
Foster care payments	2,599,636	3,293,338	693,702
Wisconsin Child Center	899,473	558,662	—340,811
Federal Child Welfare Funds	448,841	617,801	168,960

Table 7
Average Daily Population Under Supervision
of Division of Corrections
Fiscal Years 1956-57 to 1959-60

Institution or Service	1956-57	1957-58	1958-59	1959-60
TOTAL	6,981	7,465	8,165	8,651
Institution Supervision	2,852	2,888	3,125	3,259
Adult	2,321	2,374	2,623	2,681
State Prison	(1,447)	(1,468)	(1,540)	(1,587)
State Reformatory	(716)	(765)	(949)	(982)
Home for Women	(158)	(141)	(134)	(112)
Juvenile	531	514	502	578
School for Boys — Wales	(—)	(—)	(*)	(71)
School for Boys — Waukesha	(345)	(347)	(329)	(320)
School for Girls	(186)	(167)	(173)	(187)
Field Supervision	4,129	4,577	5,040	5,392
Probation	2,080	2,242	2,576	2,800
Parole	2,049	2,335	2,464	2,592

*The School for Boys at Wales opened April 1, 1959; therefore, its population was combined with that for the School for Boys at Waukesha.

Table 8
Expenditures of the Division of Corrections
Bienniums 1956-58 and 1958-60

Use of Funds	1956-58	1958-60	Change
TOTAL	\$13,402,976	\$16,480,936	\$3,077,960
Administration and Field Services	2,207,793	2,813,391	605,598
Institutions	11,195,183	13,667,545	2,472,362
State Prison	4,284,331	4,924,676	640,345
State Reformatory	2,727,788	3,395,977	668,189
Home for Women	1,145,303	1,247,098	101,795
School for Boys — Wales	—	636,300 ^a	636,300
School for Boys — Waukesha	1,790,298	1,999,395	209,097
School for Girls	1,247,463	1,464,099	216,636

^aThe School for Boys at Wales opened April 1, 1959.

Table 9
Financial Statement of Prison and Reformatory Industries
Biennium 1958-60

Industry	Gross Revenue	Expenditures	Net Revenues
TOTAL	\$4,040,184^a	\$3,924,987	\$115,197
Prison Industries	3,822,896	3,726,802	96,094
Metal	1,699,703	1,696,387	3,316
Laundry	420,713	459,490	—38,777
Printing and Binding	114,388	113,594	794
Paint	242,952	201,814	41,138
Shoe	66,336	75,388	—9,052
Cannery	280,595	250,977	29,618
Clothing	341,284	306,198	35,086
Binder Twine	—	16	—16
Central Generating	656,925	622,938	33,987
Reformatory Industries	217,288	198,185	19,103
Auto	113,725	102,483	11,242
Clothing	103,558	95,617	7,941
Granite	5	85	—80

^aIncludes \$143,235 (\$50,791 from Laundry and \$92,444 from Paint) which was reverted to the state's general fund.

Table 10
Average Daily Populations
Wisconsin State and County Mental Institutions
Fiscal Years 1956-57 to 1959-60

Institution	1956-57	1957-58	1958-59	1959-60
TOTAL	18,343	18,247	18,362	18,482
State institutions	5,668	5,654	5,795	5,847
Hospitals	2,376	2,363	2,403	2,326
Mendota	(911)	(937)	(961)	(966)
Winnebago	(1,092)	(1,079)	(1,075)	(987)
Central	(338)	(311)	(325)	(336)
Diagnostic Center	(35)	(36)	(42)	(37)
Colonies	3,292	3,291	3,392	3,521
Northern	(1,881)	(1,864)	(1,905)	(1,876)
Southern	(1,411)	(1,427)	(1,487)	(1,521)
Central	(—)	(—)	(^a)	(124)
County institutions	12,675	12,593	12,567	12,635
Milwaukee	3,863	3,746	3,708	3,692
Other	8,812	8,847	8,859	8,943

^aThe Central Wisconsin Colony and Training School opened June 8, 1959.

Table 11
Expenditures of the Division of Mental Hygiene
from State and Federal Funds
Bienniums 1956-58 and 1958-60

Source and Use of Funds	1956-58	1958-60	Change
TOTAL	\$38,118,795	\$46,916,316	\$8,797,521
State Funds	38,037,760	46,796,228	8,758,468
Administration and Field Services	172,560	194,088	21,528
State Institutions	24,367,643	30,143,777	5,776,134
Mendota State Hospital	(5,226,323)	(5,975,022)	(748,699)
Winnebago State Hospital	(5,562,154)	(6,496,992)	(934,838)
Central State Hospital	(1,779,731)	(2,010,396)	(230,665)
Diagnostic Center	(854,971)	(1,152,945)	(297,974)
Northern Colony	(5,411,407)	(6,053,010)	(641,603)
Northern Annex	(508,639)	(1,166,169)	(657,530)
Southern Colony	(4,998,433)	(6,574,582)	(1,576,149)
Central Colony	(25,985)	(714,661)	(688,676)
State aid to county mental hospitals	13,497,557	16,363,336	2,865,779
Community mental health clinics	—	95,027 ^a	95,027
Federal Mental Health Act Funds	81,035	120,088	39,053

^aState aid to community mental health clinics began during the last half of the 1958-60 biennium.

Table 12
Expenditures for Public Assistance, Biennium 1958-60
by Program and Source of Funds

Program	Total	Source of Funds	
		Federal	State
TOTAL	\$96,346,365	\$58,844,353	\$37,502,012
Administration and Field Services	1,261,263	464,859	796,404
Aids to Localities	95,085,102	58,379,494	36,705,608
Old Age Assistance	55,555,451	36,384,892	19,170,559
Aid to Dependent Children	27,623,609	15,588,604	12,035,005
Aid to the Blind	1,563,014	1,013,752	549,262
Aid to the Disabled	3,076,491	1,787,274	1,289,217
Social Security Aids Grants	149,375	—	149,375
General Relief	746,105	20,000 ^a	726,105
County Administration	6,371,057	3,584,972	2,786,085 ^b

^aFrom U.S. Bureau of Indian Affairs

^bIncludes state reimbursements for child welfare and juvenile court services but excludes costs of Services to the Blind (see Table 14).

Table 13
Average Number of Public Assistance Recipients
and Average Monthly Expenditures
Years ending June 30; 1959 and 1960

Program	1958-59		1959-60	
	Average number of recipients	Average monthly expenditures	Average number of recipients	Average monthly expenditures
TOTAL	103,635^a	\$5,487,790	99,327^a	\$5,502,199
Old Age Assistance	36,862	2,802,442	35,159	2,856,476
Aid to Dependent Children	34,920	1,414,806	36,223	1,494,236
Aid to the Blind	1,010	80,703	975	81,593
Aid to the Disabled	1,265	144,292	2,185 ^b	232,906
General Relief	29,952	1,045,547	25,127	836,988

^aDuplication resulting from persons who received general relief to supplement another type of public assistance has been eliminated on a partially estimated basis.

^bLiberalized program established by law on September 3, 1959.

Table 14
Expenditures of Services to the Blind
from State and Federal Funds
Bienniums 1956-58 and 1958-60

Source and Use of Funds	1956-58	1958-60	Change
TOTAL	\$1,049,238	\$1,386,143	\$336,905
State Funds	895,240	1,199,864	304,624
Administration	149,065	171,149	22,084
Field Services	66,326	77,332	11,006
Vocational rehabilitation	38,022	61,375	23,353
Workshop, vending stands, and homework	641,827	890,008	248,181
Federal funds for vocational rehabilitation	153,998	186,279	32,281

Table 15
Persons Receiving Services to the Blind
during June ; 1958 and 1960

Type of Service	June 1958	June 1960	Change
TOTAL	509	648	139
Rehabilitation	153	157	4
Social services	356	491	135

Table 16
Selected Activities of the Bureau of Collection and Deportation
Bienniums 1956-58 and 1958-60

Activity	1956-58	1958-60	Change
Collection of charges for institutional care			
Amount collected	\$5,433,654	\$7,001,478	\$1,567,824
Number of collections	74,793	89,345	14,552
Deportation of mental patients			
Sent to other states	112	100	—12
Received from other states	63	66	3
Sterilization authorized for mental defectives			
	8	—	—8

DISTRICT OFFICES AND INSTITUTIONS



D District Offices

- | | | |
|---|---|---|
| 1 Mendota State Hospital | 6 Southern Wisconsin Colony and Training School | 12 Camp Gordon |
| 2 Winnebago State Hospital | 7 Wisconsin Diagnostic Center | 13 Camp Flambeau |
| 3 Central State Hospital | 8 Wisconsin Child Center | 14 Camp McNaughton |
| 4 Central Wisconsin Colony and Training School | 9 Wisconsin State Prison | 15 Wisconsin School for Boys — Wales |
| 5 Northern Wisconsin Colony and Training School | 10 Wisconsin State Reformatory | 16 Wisconsin School for Boys — Waukesha |
| | 11 Wisconsin Home for Women | 17 Wisconsin School for Girls |

*Printed at the Wisconsin State Prison
as a vocational training and
industrial project*

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1960/62



WISCONSIN WELFARE REPORTS



BIENNIAL REPORT

1960 - 1962



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STATE DEPARTMENT OF PUBLIC WELFARE
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STATE OF WISCONSIN

Gaylord A. Nelson, Governor

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Marvin R. McMahon, Supt. - - - - -Kettle Moraine Boys School
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MENTAL HYGIENE INSTITUTIONS

Walter J. Urben, M.D., Supt. - - - - -Mendota State Hospital
Charles H. Belcher, M.D., Supt.- - - - -Winnebago State Hospital
Edward F. Schubert, M.D., Supt.- - - - -Central State Hospital
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Harvey A. Stevens, Supt. - - - - -Central Colony and Training School
A. C. Nelson, Supt.- - - - -Northern Colony and Training School
John M. Garstecki, Supt. - - - - -Southern Colony and Training School

CHILD WELFARE INSTITUTIONS

Arthur L. Gerg, Supt.- - - - -Wisconsin Child Center

STATEMENT



December 1, 1962

The Honorable Gaylord A. Nelson
Governor of Wisconsin
State Capitol
Madison, Wisconsin

Sir:

It is my pleasure and statutory duty to submit to you the report of the State Department of Public Welfare for the biennial period ending June 30, 1962.

The biennium covered by this report was one during which the traditional concern of Wisconsin's citizenry for those in need of help continued to be expressed in the provision of welfare services at effective levels, and in the timely development of new services in keeping with changing needs and methods of meeting them.

Certain new facilities, the need for which had long been felt, were activated or neared completion during this biennium. These include a medium security institution for adult male criminal offenders at Fox Lake, a relocated school for boys in the Kettle Moraine State Forest which replaced the completely outmoded one at Waukesha, a juvenile forestry camp in the Black River Forest, a residential treatment center for emotionally disturbed children in Madison, and a third institution for the mentally retarded in Madison with extensive research, training, and hospital facilities.

Community programs to help people outside institutions were given more emphasis in our gamut of welfare services. New community mental health clinics were added and the services of existing ones expanded. A new state program for financing day care centers and sheltered workshops for mentally handicapped was started. Help to communities in planning and dealing with their problems of mental illness was expanded by employment of more district mental health consultants. Wisconsin's first experience with youth conservation camps was successfully initiated.

The past biennium was also a period during which critical examination was made of important services of long standing. The Citizens Advisory Committee on Community Mental Health Resources, which you requested that we establish, took a good hard look at our system of state and county mental hospitals and has come up with many recommendations which, if carried out, will give major impetus to advancing our public mental health services toward goals recently set for the nation. The program at the

Wisconsin Child Center was examined and redirected to provide services commensurate with the emotionally disturbed type of child now being received.

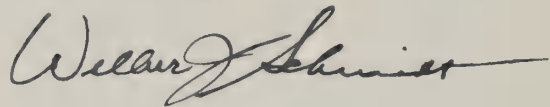
Public assistance programs came in for much discussion and criticism nationally. This coincided with efforts already under way to strengthen the administration of these programs and to intensify rehabilitative efforts. In the Department itself, services of several units were carefully studied and, as a result, reorganized for better functioning.

Considerable progress was made during the biennium toward obtaining sufficient and better trained staff in several areas of critical need. However, serious problems of recruitment for some authorized positions still remain, particularly those of psychiatrist, physician, clinical psychologist, social worker, and registered nurse.

The following sections of the report cover the major operating areas of the Department in more detail and greater perspective. Because a report of every Department activity would be too lengthy, we have necessarily been somewhat selective.

On behalf of the State Board of Public Welfare, the staff of the Department, and myself, I wish to record again our very real appreciation for the sympathetic consideration you have shown toward the welfare needs and services to our state.

Respectfully,

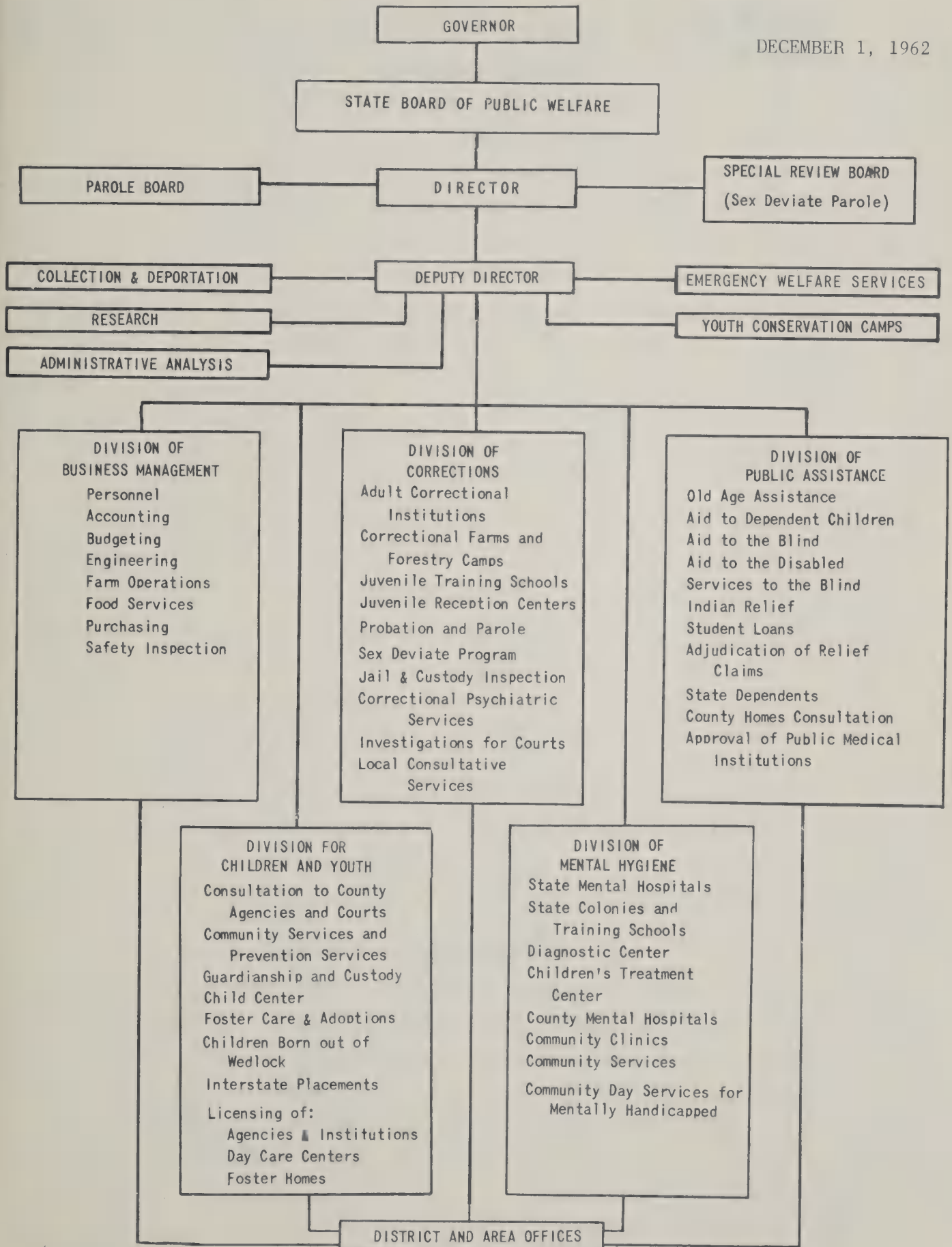
A handwritten signature in dark ink, appearing to read "Wilbur J. Schmidt", with a long horizontal flourish extending to the right.

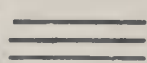
Wilbur J. Schmidt
Director

STATE DEPARTMENT OF PUBLIC WELFARE

TABLE OF ORGANIZATION

DECEMBER 1, 1962





PEOPLE AND DOLLARS



WELFARE STATISTICS IN BRIEF

During the 1960-62 biennium as in previous periods, welfare services and costs continued to rise. There was a six percent increase in the total number of persons directly benefiting from welfare services of the State Department of Public Welfare. The climb in numbers from 115,000 to 122,000 persons resulted from increases in most major program areas, and related in substantial part to the state's normal population growth. It reflected a decrease of 500 persons in public institutions and an increase of 7,500 receiving welfare services outside public institutions.

There was an increase of \$26 million in the amount of state and federal welfare expenditures for which the Department had fiscal responsibility. The total expenditure was \$195 million, of which \$128 million came from state funds and \$65 million from federal funds.

PSYCHIATRIC HOSPITALS

As during the previous biennium, the average daily number of patients in state psychiatric hospitals remained constant at 2,300 in both 1960-61 and 1961-62. The average daily number of patients in county mental hospitals, however, declined; from 12,700 during 1960-61 to 12,500 during 1961-62. This drop resulted in part from placement of chronic mental patients in community nursing homes.

Operating expenditures for the state psychiatric hospitals increased by \$1.4 million over the previous biennium. State aid to county mental hospitals increased by \$2.5 million in the same period.

COLONIES FOR MENTALLY RETARDED

The average daily number of patients in the three state institutions for the care and treatment of the mentally retarded continued to rise. During the first year of the biennium, the daily average was 3,640; during the second, 3,707. The total increase of 67 patients in daily averages was the result of a decrease of 29 at Northern Colony, a decrease of 12 at Southern Colony, and an increase of 108 at Central Colony. The latter

institution, which opened July 8, 1959, has been caring for increasing numbers of patients as new beds become available for patient occupancy. During the three years ending June 30, 1960, 1961, and 1962, the average daily number of patients at Central Wisconsin Colony was 124, 250, and 358 respectively.

Operating expenditures for the state institutions for the mentally retarded increased by \$3.3 million, of which almost two-thirds was accounted for by Central Colony.

COMMUNITY MENTAL HEALTH CLINICS

The Wisconsin Community Mental Health Clinic law, providing for 40 percent state financing of operating costs of qualifying clinics, became operative late in 1959. By the end of the 1960-62 biennium, 18 of the state's 21 community mental health clinics had applied and were approved for state aid.

On June 30, 1962, patients receiving services from the 21 community clinics totaled 3,387, of whom 1,568 (or 46 percent) were under 18 years of age and 1,819 were 18 years and over. The total number of patients under care increased from 6,396 during 1960-61 to 7,558 during 1961-62, while the clinic costs of operation increased from \$1,057,000 to \$1,284,000.

ADULT CORRECTIONAL INSTITUTIONS

The steady increase in average daily populations at the Prison and the Reformatory noted during the previous biennium continued. During the 1961-62 fiscal year the average daily number was 1,686 at the Prison (an increase of 99 in two years to an all-time high) and 1,079 at the Reformatory (an increase of 97, also to an all-time high). An additional increase in average daily number of 31 was noted because of the establishment of the Correctional Camp System on March 5, 1962. Previous to that date the men were included in the Prison or Reformatory counts.

Decreases in the average daily population counts at the Prison and the Reformatory will occur because of the initiation of the Correctional Camp System and the projected opening of the Wisconsin Correctional Institution (medium security prison) in September 1962.

An increase in average daily population also occurred at the Home for Women. The count rose from 112 in 1959-60 to 156 in 1960-61; then in 1961-62, it continued to rise and reached 169 an all-time high. Acceptance of female misdemeanants, authorized by a new law, caused most of the increase.

JUVENILE CORRECTIONAL INSTITUTIONS

The combined average daily population of the two state correctional institutions for male juvenile delinquents and the one for female juvenile delinquents continued the upward trend noted during the previous biennium. It climbed to 710 during the 1961-62 fiscal year, an increase of 132 in two years.

The average daily number at the School for Girls remained constant during the biennium while that at the School for Boys-Wales rose from 216 in 1960-61 to 270 in 1961-62. The average daily number at the School for Boys-Waukesha declined from 294 to 263 during the same period. Plans were being completed for closing the School for Boys-Waukesha and opening the Kettle Moraine Boys School in August 1962.

PROBATION AND PAROLE SUPERVISION

The average number of probationers and parolees supervised by the Department continued to climb steadily and followed the rising trend observed over the past years. The average was 6,005 during 1961-62 as compared with 5,392 two years previously, a rise in the biennium of 613 or 11 percent. Probationers constituted 53 percent and 52 percent of the total caseload during the first and second years of the biennium.

The volume of parole applications processed by the three boards increased by 15 percent over the previous biennium. In 1960-62 the total number processed was 9,797; in 1958-60, it was 8,533; an increase of over 1,200. Three-fourths of the gain was due to augmented parole (aftercare) activity at the juvenile institutions. In 1960-62, 51 percent of all parole applications were granted, about the same proportion as in 1958-60.

CHILD WELFARE

The number of children receiving casework services from state, county, and licensed voluntary child welfare agencies increased 27 percent during the biennium (from 15,365 to 19,437). Over one-half of the increase

resulted from inclusion in the count of children receiving casework services from juvenile court attached workers. The increase in child welfare caseloads between March 31, 1960 and 1962 was distributed as follows: voluntary children's agencies, 309 children (or eight percent); county departments of public welfare, 1,373 (or 15 percent); Division for Children and Youth, 38 (or two percent); and juvenile court attached workers, 2,352.

With the inclusion of the count of children receiving casework services from juvenile court attached workers, the proportion of children served by local public agencies was 67 percent; by voluntary children's agencies, 20 percent; and by the state, 13 percent.

At the Wisconsin Child Center the average daily number of dependent-neglected children declined to about 75, which was 15 fewer than during the previous biennium. During the summer of 1961 the Child Center had the smallest average daily number of children in its history, 67.

PUBLIC ASSISTANCE

As during the previous biennium the average number of recipients of Old Age Assistance (OAA) and Aid to the Blind (BA) continued to decrease; recipients of Aid to Dependent Children (ADC) and Aid to the Disabled (DA) increased.

State and federal expenditures for public assistance during the biennium were \$109.3 million; this was an increase of \$12.9 million. Federal fund expenditures increased by \$7.0 million while state fund expenditures increased by \$5.9 million. The major increases in expenditures were in the following public assistance programs: ADC, \$4.4 million; DA, \$3.9 million; OAA, \$3.2 million; and BA, \$0.9 million.

TOTAL DEPARTMENT EXPENDITURES

Expenditures of state and federal funds for public welfare increased \$26 million over the previous biennium to a total of \$195 million. Of the total expenditures, 66 percent was from state funds and 34 percent from federal.

Federal fund expenditures increased 12 percent during the biennium, almost entirely for public assistance, while those of state funds increased

17 percent. The increase in state fund expenditures amounted to almost \$19 million. About half of that increase was for state mental hospitals and colonies, state aid to county mental hospitals and community mental health clinics, and child welfare foster care payments.



CHILDREN AND YOUTH SERVICES



The Department's responsibilities for child welfare and youth services are carried out by the Division for Children and Youth through four areas of operation: (1) development and strengthening of local public child welfare services through supervision and consultation; (2) provision of direct services including foster care, adoption services, and care in the Wisconsin Child Center; (3) licensing of voluntary child-caring and placing agencies, day care centers, and foster homes; and (4) community organization and delinquency prevention through community services.

During the biennium, the four areas of operation underwent major reorganization following a detailed study of existing structure and organization, subsequent development of a specific plan for reorganization, and an eventual implementation of that plan. The reorganization aimed at strengthening work with county welfare departments and juvenile courts, improving coordination between operating units, simplifying decision-making, better controlling of work priorities and program emphasis, and better balancing of work loads for administrative staff.

In 1962, an annual work plan was tested as a device to achieve better balance between the plans of specialists and those of field staff. The plan was seen as a major method for permitting adequate consideration of problems and needs seen at all levels of the Division and for determining appropriate work priorities. The annual work plan process was timed to coincide with the development of state and federal budgets. Effects of the reorganization and re-direction are evident in the discussion of specific major developments which follow.

RE-DIRECTION OF THE WISCONSIN CHILD CENTER PROGRAM

For several years there has been a movement toward specialized use of the Wisconsin Child Center for the care and treatment of emotionally disturbed children. This movement was climaxed in 1960 when, after careful study, new program objectives for the Child Center were established by the State Board of Public Welfare.

During the biennium all phases of the Child Center program were re-examined to find out what resources were needed to develop it into a treatment-oriented institution. The Child Center's programs for cottage living, casework services, recreation, and education have been improved. Additional positions have been requested to carry out new program objectives. More effort is being made to provide opportunities for professional growth and development of all staff through in-service training and intensive supervision.

An intake policy has been geared to admit only those children who can benefit from the program, and concerted efforts are being made to place children elsewhere when their needs are outside the scope of the institution's reoriented program.



Better utilization of the physical plant has been achieved with conversion of the infirmary building to a cottage living unit and development of an intensive-treatment cottage for the more emotionally disturbed children. Re-grouping of cottages to effect better separation of retarded children at the Child Center from emotionally disturbed children is nearing completion. Better use is being made of the grounds and community resources for recreational purposes.

STRENGTHENING LOCAL CHILD WELFARE AND COURT SERVICES

A County Services Section was set up in the Division to place greater emphasis on strengthening local child welfare services. This responsibility had been carried in previous years by casework services staff whose principal responsibility was providing direct services for children. The expansion of local child welfare services and the increasing pressures upon the Division to provide services directly to children made a division of responsibilities necessary.

Since its inception on August 1, 1961, County Services Section staff have concentrated on encouraging and helping county governments provide a full range of child welfare services for children in need of them. In addition to strengthening the traditional child welfare services, emphasis is being placed on providing casework services to children and their families to prevent the development of dependency or neglect situations and on more comprehensive juvenile court services.

Wisconsin county welfare departments are multi-purpose agencies which usually provide child welfare services as one of many welfare functions. Provision of child welfare services usually requires specialized staff and in-service training for child welfare purposes. One of the responsibilities of the County Services supervisors is to give leadership and help with in-service training, recruitment, and selection of child welfare workers at the county level.

In 1962, the Section issued a new manual of standards and procedures for public child welfare services which clarifies standards of practice and spells out the "how" of practice.

As a demonstration, Section staff assisted the county board chairman, the juvenile court judge, and the welfare director in Eau Claire

County to examine local child welfare philosophy and policies preliminary to improving the administration of services in that county. In January 1962, a system of accountability that measures the quantity of child welfare services given in each case was initiated for supervisory and planning purposes.

GREATER EMPHASIS ON SPECIALIZED SERVICES IN THE DIRECT SERVICE PROGRAM

The Direct Services Section plans for dependent and neglected children whose legal custody or guardianship has been transferred to the Department. During the biennium an increased number of children served required specialized services because of the complexity of difficult problems presented. Under the reorganization, staff has been able to give particular attention to the special needs of these children.

Adoption planning. There was but a slight numerical increase during the biennium in children placed for adoption, but considerably more placements of "hard-to-place" children were made. More homes were found for adoption of family groups of children of the older child, and of the non-white child. Infants are being placed at an earlier age and with less delay after being put under Department guardianship.

The Direct Services Section participated in two projects to facilitate the placement of Negro and Indian children. The Negro Adoption Project in Milwaukee, which involved all adoption agencies in that community, carried out an intensified recruitment program for Negro adoptive homes. A section staff member devoted half time to this project. As a result, there has been an increase in couples applying for adoption, but it must also be noted that there is a growing number of children needing homes.

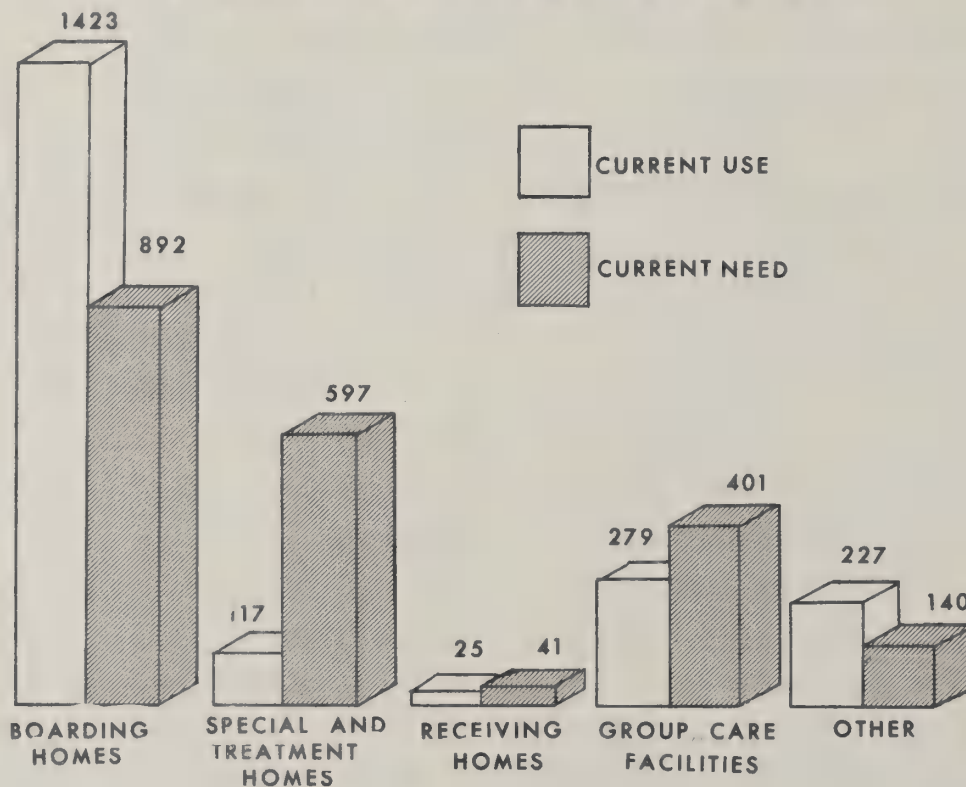
The Section worked with the Child Welfare League of America's Indian Adoption Project which is concerned with the interstate placement of Indian children. Twenty Indian children in the care of Department were placed in other states as a result of this activity.

Specialized foster care needs. A foster care survey was undertaken with assistance of the University of Wisconsin. It was aimed at measuring the extent and nature of the need for foster care resources and facilities

among the children committed to the Department. The growing number of these children with severe emotional problems and the increased use of more costly child-caring facilities for placement of these children were two major factors necessitating this study.

CHART 1

**A RECENT STUDY SHOWS:
THE DIVISION'S FOSTER CARE RESOURCES DO
NOT MATCH CHILDREN'S NEEDS ADEQUATELY**



From a 20 percent sample of children living in foster or relatives' homes, information was assembled as to the most suitable type of foster care arrangement needed by each child. The results of the study are highlighted in Chart 1 which shows that more specialized foster care facilities are needed. This study was the basis for budgeting future financial requirements and foster program planning.

Utilization of other services. Psychological and psychiatric services continue to be used to increase the social workers' understanding of the

functioning and future potential of the individual children with whom they are working. Because of the growing need for psychiatric consultation, additional part-time psychiatrists were employed.

PARTNERSHIP WITH VOLUNTARY CHILD WELFARE AGENCIES

Proper division of child welfare services between county, state, and voluntary agencies was the study focus of a special Public-Voluntary Agency Relationships Sub-committee of the Division's Advisory Committee. The Sub-committee's efforts were directed toward analyzing the services now provided by each type of agency. In terms of long-range planning, it then considered those child welfare services thought to be most appropriate for each type of agency to provide so as to insure state-wide coverage. The report of the Committee is pending.

Training activities for personnel of child welfare agencies. The Division continued to sponsor a variety of training courses available for personnel of all child welfare agencies. In cooperation with the University of Wisconsin Extension Division, annual seminars for directors of public and voluntary child-caring institutions were offered. Each seminar consisted of four two-day sessions held alternately in Madison and Milwaukee. Under the same joint auspices, training courses for house-parents were given each year in Milwaukee. Nutritionists of the State Board of Health's Bureau of Maternal and Child Health cooperated in presenting a one-day meeting in Superior and a series of meetings in Green Bay and Sparta for food service personnel of child-caring institutions.

Strengthening Community Services for Children and Youth. Services to "hard-to-serve" youth got special emphasis during the biennium. Seminars on recreation for physically handicapped children were held throughout the state. A series of institutes, geared for executives and board members of recreation agencies, focussed upon improved programs for anti-social youth. Community leaders were involved in several workshops on the problems of working with Indian children. Special help including consultation and partial financing from federal child welfare service funds, was given to several communities. In Milwaukee a demonstration project showed the utility of "detached workers" working with street gangs. A demon-

stration project providing special group experiences was begun in Kenosha for boys having their first police contact but who are not being served by other agencies.

In the research area, the Eau Claire Youth Study was initiated to attempt to define factors in the poor adjustment of rural and urban boys and girls. This three-year project is financed by the National Institute of Mental Health.

Community surveys which the Department has conducted in selected communities for several years were modified during the biennium. The traditional broad-type survey looking at all services to children and youth in a community was replaced by more directly focussed studies. In La Crosse, with collaboration of the local community chest and council and a voluntary children's institution, a study was made of the group care needs of the county aimed at determining the type of future program the institution should develop. Completed during the biennium was the Madison Delinquency Prevention Study, a more traditional-type survey.

The Community Services staff began a major review and evaluation of their responsibilities for the prevention of social and behavioral problems of children and youth. The concept of "prevention" is currently receiving national as well as local scrutiny.

INCREASED ACTIVITY IN THE AREA OF DAY CARE

A gradual increase in day care services has occurred. There were 144 licensed day care centers as of June 30, 1962 compared with 87 licensed units on June 30, 1960. Licensing of day camps as an added responsibility of the staff necessitated the employment in 1961 of a third supervisor to assist in licensing day care centers.

Standards for licensing day care centers were revised and published with the help of the Day Care Advisory Committee. Standards for day camps have been drafted and are awaiting publication.

Training activities have increased. The Division continued to sponsor annual Day Care Workshops held in Milwaukee in 1960 and in Sheboygan in 1961. Plans for training courses for the personnel of day care centers were carried out in cooperation with the University of Wisconsin Extension Division. Courses were given in Madison, Milwaukee, Fond du Lac, and

Oshkosh. A seminar on the Pre-school Retarded Child was held in April 1962 in Milwaukee under the sponsorship of the University of Wisconsin - Milwaukee, and the Divisions of Children and Youth and Mental Hygiene.



MILWAUKEE SENTINEL PHOTO

A DAY CARE CENTER FOR CHILDREN OF MIGRANT WORKERS OPERATED
BY THE DEPARTMENT NEAR WAUTOMA

A 1961 survey of the need for a day care program for children of migrant workers in the Hartford area gave impetus to exploration of need in other areas of the state where migrant workers are used to harvest crops. Plans for the operation of a pilot center near Wautoma, under the direction of Division day care staff, were made. By the end of the biennium, the Wautoma community was involved in planning the project, negotiations were completed for renting a school building, staff was recruited, and the project was under way for the summer months.



The Division of Corrections carries out the Department's responsibilities for the custody and rehabilitation of adult criminal offenders and juvenile delinquents committed to it by the courts and administers related services. In this connection it operates correctional institutions for adult and juvenile offenders, provides probation and parole services, conducts pre-sentence investigations for the courts, establishes standards for and inspects county jails, lock-ups, and detention homes, and makes recommendations for pardons or commutations of sentences when requested by the governor.

The Department's correctional program calls for continued effort to develop and improve methods of prevention of delinquency and crime and application of the most effective individualized, institutional treatment programs possible while maintaining adequate security. To this end, more effort should be, and is being expended, on research to test existing methods and to discover new approaches. The maximum use of probation and parole is a paramount objective. Interpretation of the Department's correctional goals to the public and, in turn, procurement of its acceptance of and participation in a modern program of corrections dealing with the prevention and control of delinquent and criminal conduct are essential.

Since there is no legal provision for the control of intake, the Department must accommodate all persons committed to institutions or placed on probation. A major concern, therefore, is the constantly increasing number of juvenile and adult offenders committed to its care which is directly related to population growth and rising crime and delinquency rates. Wisconsin has a crime rate which is nevertheless lower than the national average. It still has a very low rate of adult offenders sentenced to prison (70.3 per 100,000 general population in 1962, compared with the national average of 106.7).

NEW INSTITUTION FACILITIES

Population increases have required additional institution facilities. The 1960-62 biennium was noteworthy in the development and construction of sorely needed correctional facilities. These facilities were designed and staffed to fit into a complete, modern correctional program which will provide a continuum of treatment and training resources through which an offender progresses according to his rehabilitative needs. At the same time these new institutions will adequately house all inmates in a security setting no greater than the minimum required for public protection.

Wisconsin Correctional Institution at Fox Lake. This is a new medium security facility, the first prison to be constructed in Wisconsin since 1898. It presently has a capacity of 288 but will ultimately house 576 inmates.

The third and final phase of construction, to be completed by late 1963 includes three housing units for 96 men each, a shop and industries building, and a recreation building. All admissions will be by transfer from the Prison or Reformatory rather than by direct commitment from the courts. At Fox Lake each man has his own single room. The institution will feature industries and vocational training, but supplemental academic training will be available.

Wisconsin Correctional Camp System. The Correctional Camp System, which has the legal and operational status of a single minimum security correctional institution, was inaugurated in March 1962. It consists of three forestry camps, previously operated by the Prison and Reformatory, and an abandoned Air Force radar base converted into a pre-release rehabilitation center. Later addition of three existing farm camps and the scheduled construction of two new forestry camps will provide facilities ultimately for 750.

Establishment of the Correctional Camp System, as supervised directly from the central office of the Division of Corrections, permits more flexibility in programming to meet each prisoner's treatment needs. This newly formed camp system serves as a minimal security placement resource for all male correctional institution inmates. Assignment and transfer

are effected through central office classification procedures.

The Walworth Pre-Release Center was acquired from the U.S. Air Force in 1962. This facility was transformed into a pre-release center for men granted parole and is also the headquarters for several work parties assigned to state conservation projects operating in the southern end of the Kettle Moraine State Forest and at Big Foot Lake. The current capacity is 200 including 125 men in the pre-release program.

Wisconsin School for Boys at Wales. The Wales institution is located at the site of the former State Tuberculosis Sanitarium. Four buildings were renovated to serve as a reception center, food preparation, administration, and chapel buildings. An academic school, vocational school, and gymnasium and nine residential cottages, each accommodating 25 boys in individual rooms, were added. Included in every residential unit is a day room, dining room, serving kitchen, and library.

This institution has a dual role in the male juvenile correctional program. It functions as the reception center for all newly adjudged delinquents and as a residential training school. It has been operating in this two-fold capacity since the latter part of 1960.

The Reception Center is a diagnostic facility. At the end of a 28-day period, all information is assembled, a conference is held, and recommendations are made to the Department's Juvenile Review Board. If the boy is retained at Wales, he is assigned to one of the nine residence halls and placed in the training program.

The training school has a concentration of professional treatment staff to work with boys who require intensive therapy. It is enclosed by a fence, thereby providing additional control for the more aggressive, impulsive boys who are unable to accept the personal responsibility involved in remaining at the open institutions at Kettle Moraine or the Black River Camp. Because of the heavy intake in the 15-17 year age group, however, some boys of this age must necessarily remain at Wales even though they do not require this degree of control.

Kettle Moraine Boys School. The new 5.5 million dollar Kettle Moraine Boys School was completed during the biennium and opened in August 1962. It has capacity for 300 boys living in a cottage-cluster plan. There are

three complexes of four cottages, each housing 25 boys in individual rooms. Food is centrally prepared and transported to each living unit.

The Kettle Moraine School is designed to accept the less emotionally disturbed, less sophisticated delinquent boy, although somewhat older. Treatment philosophy there rests upon the belief that positive changes in a boy can be secured by a program of interested guidance and firm though understanding discipline, that each boy can accept individual responsibility within the framework of institutional living, and that an institution climate can be conducive to the modification of behavior and attitudes.

Kettle Moraine is the culmination of many years of planning and deliberation aimed at replacing the 100-year old, grossly inadequate Wisconsin School for Boys at Waukesha with a completely modern treatment-oriented facility. The Department will not continue operation of the old institution. Its buildings and land have been sold to the City of Waukesha.

Black River Camp. A third institutional resource for delinquent boys is the new Black River Camp. The first of its kind in Wisconsin, this camp was opened in April 1962 and has a two-fold purpose--rehabilitation of the boy and conservation of our natural resources. The camp is located east of Black River Falls in the Black River State Forest. There are 50 single rooms for boys, dining facilities, kitchen, a small gym, and staff offices--all under one roof.

A forestry camp of this type serves delinquent boys in the 16-18 year old group who are physically mature but not amenable to further schooling. Such a setting offers projects that develop good work habits through close boy-staff supervisory relationships.

Other building projects. The biennium saw the completion of two facilities at the Prison and near completion of major projects at the Reformatory and School for Girls. The new treatment building at the Prison houses the psychiatric, psychological, and social service staffs and provides consultation rooms. The Thompson Farm dormitory replaced housing destroyed by fire.

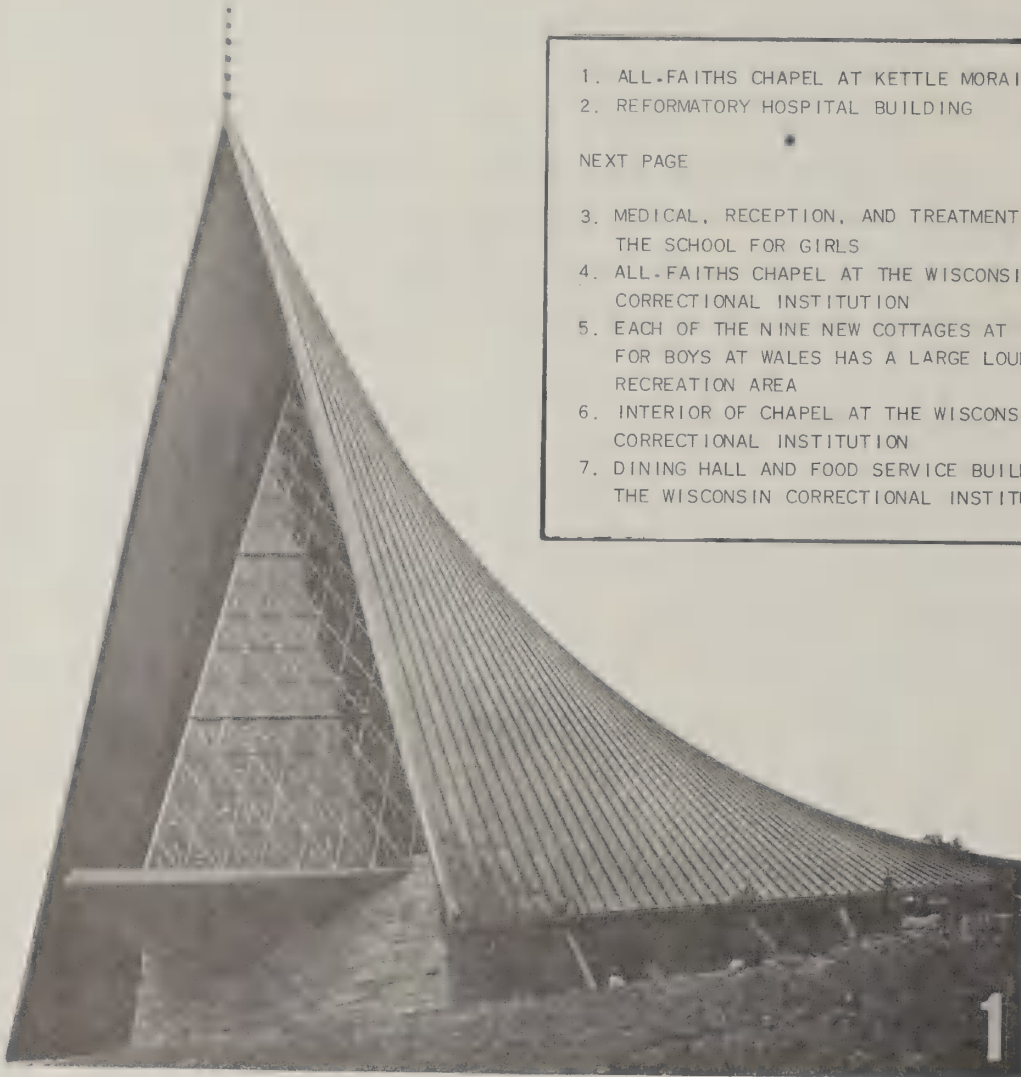
The new treatment center at the Reformatory provides complete

NEW CORRECTIONAL FACILITIES

1. ALL-FAITHS CHAPEL AT KETTLE MORaine BOYS SCHOOL
2. REFORMATORY HOSPITAL BUILDING

NEXT PAGE

3. MEDICAL, RECEPTION, AND TREATMENT BUILDING AT THE SCHOOL FOR GIRLS
4. ALL-FAITHS CHAPEL AT THE WISCONSIN CORRECTIONAL INSTITUTION
5. EACH OF THE NINE NEW COTTAGES AT THE SCHOOL FOR BOYS AT WALES HAS A LARGE LOUNGE AND RECREATION AREA
6. INTERIOR OF CHAPEL AT THE WISCONSIN CORRECTIONAL INSTITUTION
7. DINING HALL AND FOOD SERVICE BUILDING AT THE WISCONSIN CORRECTIONAL INSTITUTION





hospital and dental services, a reception center for all new inmates, a segregation facility, and a classification and treatment unit that will house clinical services, social services, and records and identification.

The MARS Building (Medical-Administration-Reception-Security) at the School for Girls became operational shortly after the conclusion of the biennium. This new facility will physically bring together the various treatment units of the institution including medical, dental, clinical, social services, and religious.

GROUP COUNSELING

Since June 1961 all Department correctional institutions have developed, or began to plan for, group counseling programs. Because of population and physical plant differences, the program differs in minor respects from one institution to another. However, all share a significant feature--the participation of non-treatment as well as professional staff in the treatment program.

Group counseling was instituted as a measure to reduce parole violations and recidivism and to promote better adjustment to institutional living by improving inmate morale and reducing misconduct. Group counseling establishes a milieu in which offenders may converse freely about their feelings and problems. Through such group discussion each may have an opportunity to move toward a more socially acceptable adjustment. The Clinical Services Section of the Division of Corrections offers consultation to counselors and has established research procedures for evaluating the results of group counseling programs.

INSTITUTION INDUSTRIES

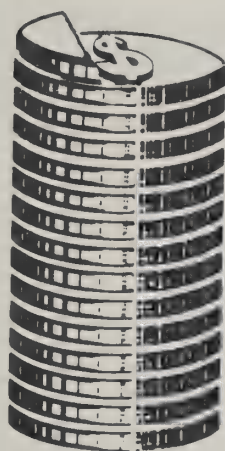
The consolidation of all prison industries under single management was put into effect in August 1960 with the appointment of a Chief of Correctional Industries who serves under the Director of the Division of Corrections. Previously, each institution operated its own program under direction of the warden or superintendent. The change was made in the interest of planning more efficient operation of prison industries in the light of changing institution populations and public attitudes toward prison industrial activities.

FOSTER HOME PROGRAM

This program for delinquents continued to expand during the bien-nium. It has grown from 78 licensed boarding and 15 group homes caring for a combined total of 151 children to 101 licensed boarding and 22 group homes caring for 216 delinquents, many of whom would otherwise have been residing in higher cost institutions.

CHART 2

FOSTER HOMES ARE A CHEAPER MEANS OF CARING FOR AND REHABILITATING DELINQUENT CHILDREN (Fiscal 1962)



**MONTHLY COST OF CARE
IN JUVENILE INSTITUTIONS
\$361**



**MONTHLY COST OF CARE FOR
FOSTER HOMES AND
PAROLE SUPERVISION
\$131**

JAIL INSPECTION SERVICES

A good corrections program is frequently hampered in its rehabilitation efforts by the damage already done to individual offenders through initial confinement experiences in jails where idleness and a lack of good programming tend to harden, rather than reform, the law violator. Wisconsin's correctional system provides for jail inspection by the Division of Corrections. This program is aimed at making jails not only adequate and secure detention facilities but places that afford a degree of rehabilitative experience for those committed. Efforts are made to improve the level of jail personnel competence and

to encourage a more positive philosophy concerning treatment of jailed offenders. To this end, the Department has been interested not only in the physical facilities, security routines, feeding and sleeping arrangements, and classification of prisoners but in the development of recreational, educational, and other programs, use of day parole (Huber Law) and other activities to relieve the boredom and idleness of those confined.



NEW JACKSON COUNTY JAIL

A new development in jail inspection service was the inauguration of a staff development program conducted in eight localities throughout the state for jail personnel. This program was aimed at the jailers and matrons rather than administrative staff. Subject matter covered included topics as admission procedures, inmate and staff responsibilities, jail cleanliness, inmate discipline, security, segregation and separation, public relations, and laws relating to jail administration. There was very encouraging acceptance of this innovation on the part of the sheriffs

and the participants.

During the 1960-62 period, eight new county jails were constructed. Planning for seven new jails was initiated, and construction began on four. Extensive remodeling was undertaken in three county jails. During the past ten years 34 new county jails were constructed (nearly half of Wisconsin's counties) at a cost of nearly ten million dollars.



MENTAL HYGIENE SERVICES



The problems of mental illness and retardation pervade all areas of public welfare and are common to all basic program areas of the Department--children and youth, corrections, and public assistance. Other state agencies also involved in mental hygiene activities include the State Board of Health, the State Department of Public Instruction, the State Board of Vocational and Adult Education, the University of Wisconsin, and the Wisconsin State Colleges. Resources include services and funds provided by state, county, and federal governments and by private, nonprofit, and voluntary organizations. Some sections of the state have reasonably well-developed mental health services and some have scarcely any. One of the aims of the Department is to encourage the coordination of these resources and services where they are existent to achieve maximum effectiveness and to encourage the development of services where they are non-existent.

The importance of the problem of mental illness is underscored by the fact that there are more patients in mental institution beds in Wisconsin today than for all other purposes in the general hospitals of the state.

The Department's functions of providing care and treatment for mentally ill and mentally retarded persons as allocated to the Division of Mental Hygiene are classified as Psychiatric Hospital Services, Services for Mentally Retarded, and Community Mental Health Services. Internal organization is now proceeding with the goal of better solution

of problems arising within each of these services.

DEVELOPMENTS IN MENTAL RETARDATION

Among the more important mental hygiene developments during the biennium are those related to the mentally retarded. While progressive improvements occurred at each of Wisconsin's Colonies, those at the Central Wisconsin Colony and Training School were of particular importance.

While Central Colony opened just prior to the 1960-62 biennium on a limited basis, during this two-year period very extensive services in the areas of medical care, nursing care, special services, and social services have been established. Programs in physical medicine, dental, religious, clinical laboratory, volunteer, and pharmaceutical services have been initiated, and psychological services expanded.

Construction of the Hospital-Administration-Research Building at Central Colony began in April 1961 and will be activated in January 1963. This will be the center for an extensive on-going research program in mental retardation, which will become one of the foremost in the nation. Every service within the institution is being coordinated with the research efforts that will be initiated in 1963. The Colony may be viewed as Wisconsin's pioneering facility for exploring, discovering, and testing new ideas



TEACHERS PROVIDE TRAINING SERVICE TO EDUCABLE AND
TRAINABLE RESIDENTS AT THE COLONIES

and methods for the training and treatment of the mentally retarded.

PSYCHIATRIC HOSPITALS

The Wisconsin mental hospital system comprises three state mental hospitals and 38 mental hospitals operated by counties. Wisconsin's position is unusual among the states in that the great majority of our mental patients are residents of county hospitals. A recent national study, Action for Mental Health, supports the development of hospitals which in their physical aspects are similar to our county mental hospitals. It is generally believed that with some progressive changes, Wisconsin has in its county hospitals the potential for having one of the most advanced mental hospital systems in the nation.

When viewed as a group, these hospitals bring into focus a number of basic problems such as overcrowding, methods of financing, kinds of care needed by patients, and insufficient out-of-hospital or community services needed to reduce hospital populations. In recognition of these problems, a citizens' advisory committee was appointed by the State Board of Public Welfare at the request of Governor Nelson. This committee worked throughout the biennium and prepared many recommendations, some of which require amending of existing statutes.

Recommendations of Citizens' Advisory Committee. In a report presented to the State Board of Public Welfare in July 1962, the Committee made its recommendations, among which the following were included:

1. Continuance and improvement of county mental hospitals.
2. Restriction of admissions to county mental hospitals of patients classified as "mentally infirm."
3. Psychiatric examination of all patients admitted to county mental hospitals.
4. Psychiatric services for all patients resident in county mental hospitals.
5. Need for pre-admission and aftercare services.
6. Increase in use of nursing homes for patients who cannot adjust to their own homes but who do not require residence in an institution.
7. Encouragement of development of psychiatric services in

general hospitals.

8. Commitment of mental patients directly to county mental hospitals when such hospitals have adequate services for evaluation.
9. Enlargement of training programs for all classes of personnel.
10. Revision of methods of reimbursement for care of patients in county mental hospitals.
11. Coordination of all welfare services to provide a comprehensive community mental health program.

Recommendations of the Committee will be acted upon by the State Board of Public Welfare during the next biennium.

Other noteworthy developments during the biennium involving the psychiatric hospitals were the beginning of construction of the Children's Treatment Center for emotionally disturbed children 6 to 12 years of age and the Brown County Mental Hospital experiment. The Treatment Center neared completion and will be opened early in 1963. It will have an inmate capacity of 30 child patients. The Brown County Mental Hospital began examining and treating mentally ill persons received directly from the community. This is a departure from the usual role of a county hospital which is to receive mentally ill patients from the state mental hospitals only after they have received maximum benefits there. Rather than to provide only long-term care to residual patients, the Brown County Hospital experiment will test the capability of a county hospital to meet directly the problems of those mentally ill in a county who require intensive treatment in a public mental hospital.



NEW HOSPITAL AND RESEARCH BUILDING AT CENTRAL COLONY

CHART 3

HOW STATE AID TO MENTAL HEALTH CLINICS HAS INCREASED SERVICES TO COMMUNITIES

	1959 (Year Before State Aid)	1962 (3 Years After State Aid)
MORE CLINICS	16	21
MORE PROFESSIONAL STAFF AVAILABLE (Hours Per Week)	1,609	3,159
MORE PATIENTS HELPED	3,378	7,558
MORE ADULT MENTALLY ILL SERVED	171	2,197

COMMUNITY SERVICES

Community mental health services increased substantially during the biennium. Of special importance were expansion of community mental health services, day care centers for mentally handicapped, and the district mental health consultant programs.

Wisconsin residents who become emotionally upset have a much better chance of obtaining professional psychiatric assistance near home and on an outpatient basis than was possible a few years ago. An example is the doubling in the number of patients seen by the mental health clinics. During 1962, 7,558 persons were seen in 21 outpatient clinics compared to 3,378 seen in 18 clinics in 1959.

Day care centers also advanced their services to communities. These centers care for mentally handicapped persons for periods involving less than full-time care and offer programs affording treatment, training, and care for mentally retarded, mentally ill, or emotionally disturbed children or adults. Thirty-one day care centers are now in existence. The purpose of this type of program is to help mentally handicapped persons take their places in society and thereby reduce the need for costly institutionalization.

The Department now has district mental health consultants working out of seven of its district offices, an increase of five since 1959. It is the function of these consultants to bridge the gap between local and state mental health services. Duties of consultants include assisting communities in the establishment of local mental health services, giving consultation on community mental health problems, providing mental health education services, and training local personnel in mental health services.

NEW CONSTRUCTION PLANNED OR STARTED

In various phases of planning and construction during the biennium were the following institutional facilities for mental patients:

1. An infirmary and administration building at Mendota State Hospital to replace the present Old Main building is in the planning stage. The new building, which will have a capacity of 160, will house geriatric patients.

2. A new infirmary at Winnebago State Hospital to house 200 patients is under construction and scheduled for completion in 1963.
3. Plans are under way for a new 500-bed infirmary at Northern Colony.
4. Construction will be started for a new 120-bed hospital at Southern Colony.
5. Plans were started for construction of two additional infirmary buildings at Central Colony to provide additional bed capacity for 220 patients.



PHOTO COURTESY OF MARK F. PFALLER ASSOCIATES, ARCHITECT

SKETCH OF NEW INFIRMARY BUILDING, SOUTHERN COLONY AND TRAINING SCHOOL

MENTAL HYGIENE PROGRAM GOALS

As a broad mental health objective the Department is interested in the development and upgrading of both community and state mental health resources. Toward the improvement of community services, Department goals include the development of a range of services such that the mentally ill and mentally retarded will get appropriate services as soon as possible,

as close to home as possible, and with as little disruption of their usual living patterns as possible. Specific objectives related to community services include:

1. Continued development of mental health clinics.
2. Increased placement of hospitalized patients in their own homes or in nursing homes.
3. Development of hospital pre-admission and aftercare services which will prevent some patients from being hospitalized and others from returning to mental hospitals.
4. Development of more community day care centers for the mentally disabled patient as alternatives to institutional care.
5. Conversion of more county mental hospitals into total treatment institutions.
6. Encouragement of the development of more psychiatric evaluation and treatment facilities in general and other types of hospitals.



NEW X-RAY FACILITIES FOR DIAGNOSIS, TREATMENT, AND RESEARCH AT CENTRAL COLONY



The Division of Public Assistance differs from other Department Divisions in that its major programs, the four social security aids, are administered by county public welfare departments and supervised by the state under a formal agreement or plan with the federal Department of Health, Education, and Welfare. Details of eligibility and financing of the aids and administration costs are specified in this written plan which is binding on all three levels of government. General assistance, except for Indian Relief and State Dependents, is locally administered and financed. Services to the Blind, including vocational rehabilitation for the visually handicapped and a sheltered workshop in Milwaukee, are state administered through the Division of Public Assistance.

GOALS OF PUBLIC ASSISTANCE ARE REHABILITATIVE AND PREVENTIVE

Because of concern about mounting welfare expenditures, continuing dependency among recipients, and other welfare problems, the objectives and methods of public assistance were extensively and intensively re-examined during the biennium. Changes in the federal-state public assistance programs were initiated to accelerate movement toward two objectives: (1) providing more constructive measures to help people move from dependency toward self-reliance, and (2) eliminating whatever abuses may have crept into these programs. The fulfillment of these objectives is dependent in large measure upon sustained and positive leadership taken by the Department in working with county welfare boards and other responsible officials and agencies.

Supervisory activities. State staff works with county departments in fulfilling the Department's responsibility of accounting for the monies spent, evaluating the quality of service given, and promoting program improvements. Methods used include issuance of required policies and

recommended procedures together with interpretation, fiscal audits, administrative reviews, fair hearings, in-service training, and on-going supervisory conferences to discuss administrative methods and community planning.

Field audits were completed in 43 counties during the biennium. Proper adjustments were made when counties under claim monies to which they are entitled. Exceptions were taken when aid payments, costs of administration, or recoveries were not correctly and legally handled.

Comprehensive reviews of county administration were made in nine counties with respect to determination of eligibility of aid recipients, extent and quality of casework services provided recipients, and the overall effectiveness of the administration of the social security aids. It was found that determinations of eligibility and need were being more uniformly done throughout the state. There was increased concern over contributions from responsible relatives and better controls were being established. Improvement of office facilities was noted, although more needs to be done. The extent and quality of casework services varied, but the trend toward smaller caseloads should provide caseworkers with more opportunity to work toward the goals of self-care, self-support, and strengthening family life. There was increased effort to keep welfare boards informed, and the contribution of some welfare board members in moving county programs forward was noteworthy.

One rather significant study in a county welfare department was made jointly by federal and state personnel with the object of identifying bottlenecks in procedures, unnecessary paper work, and the most time-consuming aspects of the caseworker's job. Efforts to simplify eligibility and need determinations continue because this is essential if casework staff is to be effectively deployed in achieving program objectives.

Appeals. One requirement in federal and state laws governing social security aids is that applicants or recipients shall have the right to appeal to the state supervising agency if they do not think the county department took appropriate action in their behalf. In Wisconsin tradition, this right of appeal is well known, and 253 persons exercised it during the biennium. The appeal procedure helps to assure that people's needs are treated

similarly regardless of where they happen to be living in the state, and affords an opportunity to interpret the scope and limits of the program to all parties concerned.

Improving skills of county personnel. Decreasing the size of caseloads so that caseworkers will have additional time available to spend with clients is not enough. Division staff intensified efforts with county welfare department personnel toward increasing knowledge and skills needed to provide the kinds of social services that help individuals and families achieve the greatest degree of economic and personal independence. More caseworkers took advantage of University extension courses. On-the-job training was given greater coverage and continuity by adoption of a formalized staff development plan which provided for orientation and continuing training for workers, supervisors, and directors. Training institutes, workshops, and other group methods will be continued.

An important aspect of the staff development plan is the educational stipend program. One of the major objectives for the next biennium is increased attention to the educational stipend program to help meet the critical shortage of skilled caseworkers. Another objective is expanded in-service training effort to better equip workers already on the job.

Continuing rehabilitation emphases. Many people who rely today on public aid suffer socially crippling problems, often more severe and widespread than those which affected most of the needy when the federal-state assistance programs began during the thirties. Many of these problems result from complex changes in society. Continued emphasis will be placed on services to all recipients in need of protection because of neglect, exploitation, or hazardous home conditions; services for unmarried parents and their children; services to mend or soften the effects of families disrupted by desertion; guidance and counseling services to families with serious problems in family functioning, money management, social isolation and other related problems; and children in foster placement. It is anticipated that there will be planning for the full gamut of services--intake and referral services, homemaker services, training and placement services, and services for persons leaving or on leave from mental facilities.

CHART 4

THE NUMBER OF WISCONSIN'S AGED CITIZENS RECEIVING OLD AGE ASSISTANCE IS DECREASING LARGELY BECAUSE MORE PERSONS ARE RECEIVING OLD AGE AND SURVIVORS INSURANCE BENEFITS

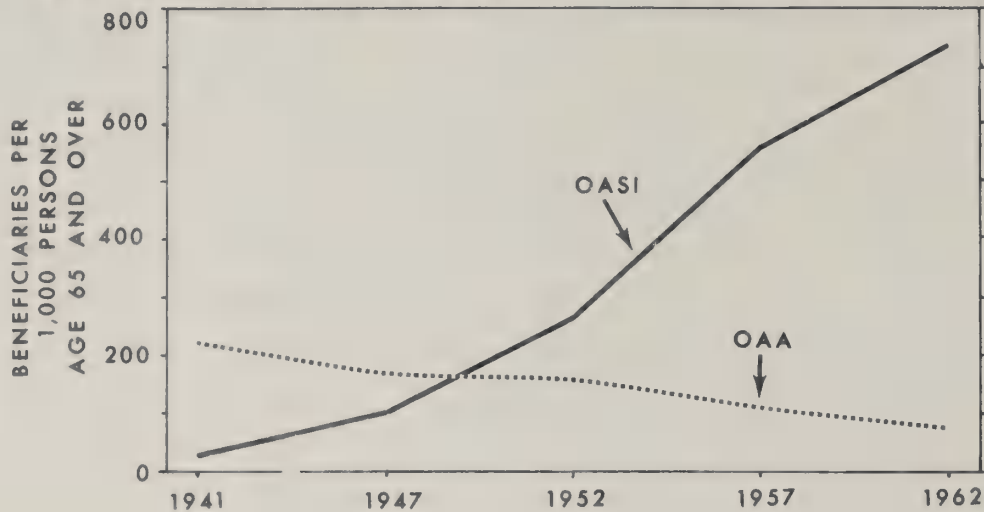
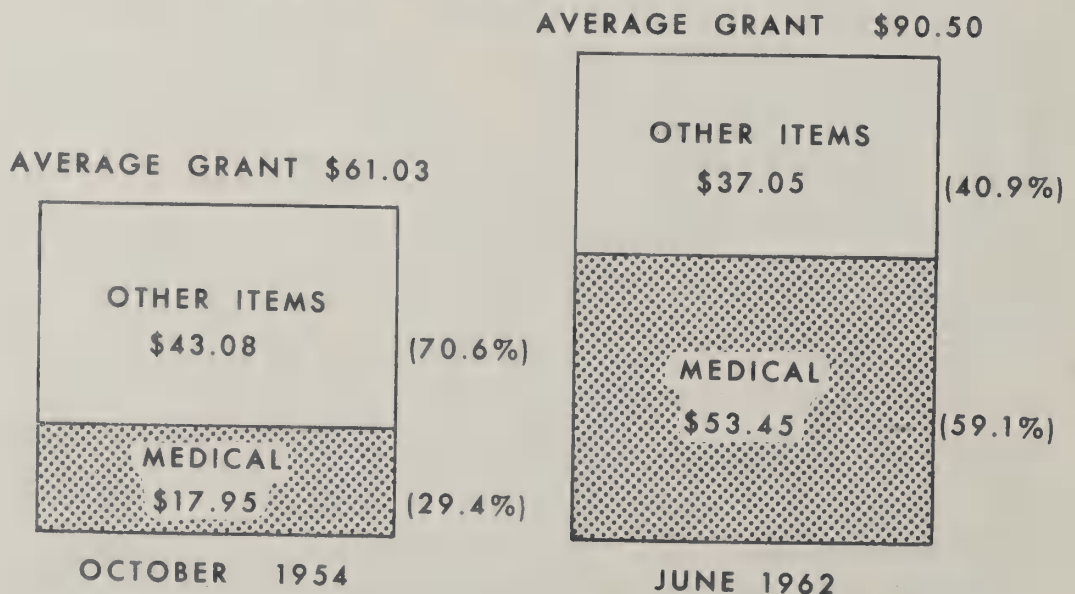


CHART 5

THE AVERAGE COST PER OLD AGE ASSISTANCE CASE IS INCREASING AS THE RESULT OF LARGER EXPENDITURES FOR MEDICAL AND NURSING HOME CARE



CHANGES IN THE CATEGORIES OF AID FOR AGED, DISABLED, AND BLIND

The Old-Age Assistance caseload of 30,851 on June 30, 1962 was 3,350 less than at the beginning of the biennium. Recipients of Old-Age Assistance were older (average age was 78), more of them were living in nursing homes and public medical institutions (about 22 percent), about one-third were receiving Old-Age, Survivors, and Disability Insurance benefits, and many need and are receiving medical care. In June 1962, 59 percent of the assistance costs were for medical care, amounting to \$1,616,000. A substantial number of aged receive only medical care, as they can meet other maintenance needs from their own incomes. In addition to providing financial assistance for those needy individuals without income, a major objective in the Old-Age Assistance category is to provide appropriate services to maintain or attain as high degree of self-care as possible.

The Aid to Totally and Permanently Disabled program, available to persons 18 years of age or over, increased in the number of recipients since the 1959 liberalization of the definition of disability to include those persons with mental as well as physical disabilities. There was further liberalization in 1961 which made eligible needy persons whose disability substantially prevents them from engaging in gainful employment or performing the majority of homemaking responsibilities.

In Disabled Aid the medical component is a larger percentage of costs than that for the Aged--61 percent of total aid expenditures in June 1962.

By June 1962, the Blind Aid caseload was down to 869 recipients. Almost half of the aid paid that month was for medical care--a substantial proportion but not as large as in the two previously mentioned categories. A basic objective in this program, as in the others, is to motivate and assist recipients to achieve their highest potential in self-care and self-support.

Automation has had an appreciable effect on employment of the visually handicapped. Where the visually handicapped fit into plans for automation needs to be studied so that training and re-training programs can be adopted in line with the findings.

Work available to the blind on a small contract basis has also changed considerably in recent years. Sheltered workshop programs for the blind are

affected by competition for the relatively small markets that exist for blind-made products.

AID TO DEPENDENT CHILDREN, FAMILY SERVICES PROGRAM

Aid to Dependent Children is now the major assistance program. In June 1962, 44,566 persons received financial assistance and family casework services either in parental, relative, or foster homes. Even though Wisconsin has a very low recipient rate, the actual number of children receiving aid has been keeping pace with the continuing high birth rate, the relatively high rate of divorce and desertion, the increase in children born out of wedlock, the growth of the non-white population, technological unemployment (automation), and other social and economic factors which tend to cause dependency among unskilled and marginal workers. Because both the caseload count and the cost of living have been rising, costs of the program have gone up significantly.

Dependency due to death and incapacity of the father is decreasing. The ratio of families in need of aid because of such less socially acceptable reasons for dependency as divorce, desertion, imprisonment, and unmarried parenthood has been increasing. Some of the underlying reasons for this shift in the cause of dependency are more youthful marriages, many of which are not stable, in-migration to the state of people having only limited education and work skills, and a trend from rural to urban living.

Casework services in Aid to Dependent Children were increased and intensified during this biennial period. Children most in need of protective, preventive, or treatment services were selected for special attention. Steps were taken administratively to firm up controls and practices to identify and eliminate abuses insofar as possible. There were several demonstrations of what can be accomplished in rehabilitating dependent families if caseloads are small enough so that skilled workers can motivate clients toward self-support and use community resources toward this end.

PLANS FOR HOMEMAKER SERVICES

For many years, the need to develop homemaker services to help keep families together has been recognized as a desirable adjunct to programs

of financial assistance and service. The duties of the homemaker will vary from one situation to the next, depending upon the needs of the individual or family. Her function involves meeting both physical and emotional needs. She supplements, but does not take over what a parent is able to do for children or what an individual is able to do for himself. Capable women, experienced in homemaking can be employed and trained by county welfare agencies to care for children or elderly persons in their own homes and to maintain normal household routine during times of illness and other stress.

In 1962 the Department made provision through state and federal financing for the employment of homemakers in two county welfare departments and began planning for such services in two other counties.

The Department as a state supervising authority has developed rules, regulations, and interpretive materials to assist county public welfare



GREEN BAY PRESS-GAZETTE PHOTO

PLANNING FOR HOMEMAKER SERVICES

departments in establishing homemaker programs. Personnel employed for this program are selected on merit and have the same employment benefits as other staff; also, the county receive both federal and state financial matching of salaries. A Homemaker Service Consultant was added to the Division staff to help counties set up homemaker services and to interpret the value of this program to assistance recipients and to the community.



PHOTO COURTESY OF AMES, TORKELSON AND NUGENT, ARCHITECT

THE NEW IOWA COUNTY HOME

COUNTY HOMES

Planning and construction of county homes (infirmary type) for the care of the aged and infirm continued during the biennium at a rate comparable to that of the whole previous decade. Three counties completed construction to provide care for 329 persons at an outlay of \$3,000,000. Three other counties had nearly completed construction by the close of the period, while four others were in various stages of either planning or construction. These developments are of considerable importance to the public assistance program because a large percentage of residents in county homes receive financial assistance. The Department must approve plans for county home construction and must also approve the medical regimen in those designated as public

medical institutions.

Program changes in county homes were also significant. Perhaps the most striking was the increased emphasis on rehabilitative nursing and recreational programs encouraged through the leadership and consultation provided by the Division. Another very heartening development was the support given the county homes by their communities through volunteers and special projects offered.

STUDENT LOAN PROGRAM GREATLY EXPANDED

The student loan program was expanded to a five-million dollar program in 1961 following the enactment of new legislation. This program, originally enacted in 1933 to keep unemployed students in school, became a major resource to encourage qualified needy students to secure higher education.

A student may now borrow up to \$750 per year and a maximum of \$5,000 over a period of years. He may also secure a loan not to exceed \$250 for a summer school session. The interest rate was changed from 4 percent following date of last school attendance to a charge of 1 percent per year while the student is in school and 5 percent from July 1 following the date of last attendance.

The total amount of loans approved for the 1961-62 school year amounted to \$939,000. The student loan program is financed through the sale of notes to the State Investment Board. It is expected that the total loan level will reach \$1,500,000 or more a year.

STAFF SERVICES

AND RELATED PROGRAM

Some major staff services are administered department-wide and affect all operating divisions and their programs. These services can be planned and carried out more consistently and economically at the Department operating level.

The Division of Business Management directs and controls personnel and fiscal operations of the Department and provides facilitative and consultative services to the Divisions and institutions in the areas of purchasing, engineering, fire and safety protection, farming, nutrition, and district office management.

The Executive Branch of the Department directs other staff services in the areas of collection, deportation, and legal services; program research and statistics; administrative studies and budgeting; and emergency welfare services (civil defense). Special programs administered by the Executive Branch include the parole boards and the youth conservation camps.

PERSONNEL

With the staffing of new facilities and services, focus has been on recruitment and training. Considerable progress was made toward securing adequate medical personnel in most of the institutions. The rate of recruitment and training of social workers was stepped up. Training programs were developed for executives and administrators as well as those in supervisory and first-line positions.

The Department personnel turnover rate dropped to a level below anything experienced in the previous decade. Improvement can be attributed to better orientation and training of new workers, salary increases and improvements in working conditions, and increased stability of the working population in general.

ACCOUNTING

A new accounting system for institutions was put in operation. New legislation required installing a uniform cost accounting system for state mental hospitals to correspond as closely as possible to the cost accounting system established for county mental hospitals.

The primary intent of the new legislation was to establish a uniform per capita cost base for both state and county mental hospitals by inclusion of a depreciation factor on buildings, equipment, and other capital items. Per capitacosts in county mental hospitals have included depreciation since 1950 while per capitacosts for state mental hospitals have never included this factor. In effect, the new accounting system represented a complete change in the detailed accounts and introduced additional cost accounting procedures. For uniformity, the new accounting system for state mental hospitals was extended to cover other state welfare institutions.

PURCHASING

Following recommendations made by the Governor's Committee on Purchasing after an extensive survey of state purchasing operations, new purchasing policies and procedures were instituted in April 1962 by the State Bureau of Purchases. Simultaneously, the Division of Business Management issued a policy and procedures manual providing interpretations of new regulations to be followed by the Department's institutions. It also established a new comprehensive standard classification of commodities.

ENGINEERING

The Department's building maintenance program covers 305 major buildings. Some 58,200 tons of coal and 489,000 gallons of fuel oil are needed to operate these facilities annually. Over 781,000,000 gallons of water are consumed in the same period and almost a like amount of water is finally processed as sewage. To handle this volume requires miles of utility lines and a great mass of equipment. A sound program of maintenance is therefore vitally necessary to avoid interruptions or break-downs in service.

The Division of Business Management is responsible for the preparation of the Department's long-range building program. The Engineering Section prepares cost estimates for new projects and for repair and remodeling of existing

buildings. In December 1961 the Department submitted its long-range major building program for the six-year period 1963-69. This program including 38 projects will cost an estimated \$51,758,500. The projects are intended to replace hazardous outmoded facilities and to provide adequate housing, treatment, and supportive facilities based on projected institution populations. In May 1962, the Department also submitted its 1963-69 minor repair and remodeling program which was estimated to cost \$3,350,000 for some 52 projects.

FIRE AND SAFETY INSPECTION

The health and safety of persons at its institutions are a major concern of the Department. As a protection against fire hazards and injuries, the Department employs a safety supervisor who regularly contacts the state institutions, county mental hospitals, and county homes. Instructions in fire prevention and safety are part of an established training program for new employes. Evacuation drills are held regularly where practicable. Regular inspections are made to guard against unsafe practices and to check on use of safety devices.

FARM SUPERVISION

In addition to its primary objective of providing productive work and rehabilitative training to inmates and patients, the institutional farm program produces large quantities of food for the institution. This includes milk, eggs, beef, pork, and a variety of vegetables and fruits. In this way institutions are able to secure an abundant supply of wholesome food at a substantial savings in food costs.

Approximately 865 patients and inmates are engaged in farming and gardening activities. Technical direction is provided by the Department's farm supervisor at the 13 farms which are located at 10 institutions. The farms comprise 13,000 acres of which 11,000 are used for rotational crop land, gardens, and pasture.

Approved modern farm practices, including conservation of resources, are followed in producing crops and livestock. A cross-breeding program for swine is followed to produce a higher percentage of lean meat. Milk production has been increased to meet rising institution demands. Surplus

breeding stock from Department farms continue to be in high demand. Sales were made, not only to dairymen in Wisconsin, but to purchasers in surrounding states and several Latin American countries. A herd sire developed at the Reformatory brought a price of \$35,000.

School taxes of \$28,000 a year were paid to local communities on land used for agricultural purposes.

FOOD SERVICE MANAGEMENT

Assistance in food management problems is available to the institutions through a nutritionist on the Department staff. A booklet "Guide to Good Meal Planning" was developed for use in planning meals at state institutions, county hospitals, and county homes. It discusses food which should be included in planning meals, contains suggested menus, and has a rating scale for planned menus. A two-day training institute for all culinary personnel was held on meat selection, preparation, and its nutritional value in diets. Continued emphasis was placed on developing good meal patterns and standardized recipes and setting up standard servings at all institutions.

During the biennium, 11,216,000 meals were served per year at the Department's institutions at an average cost of 36 cents per meal.

COLLECTIONS, DEPORTATIONS, AND LEGAL SERVICES

The Bureau of Collection and Deportation is the central collection agency of the Department for the recovery from individuals of the cost of care and treatment of patients at the 41 state and county mental institutions (exclusive of Milwaukee County) and University Hospitals. Total amounts recovered continued to rise. In the 1960-62 biennium, \$8,465,000 was collected in 103,000 transactions as compared with \$7,001,000 collected in 89,000 transactions in the 1958-60 biennium.

In connection with its collection functions, the Bureau prorates recoveries for care between the state and counties of legal settlement. The Bureau also calculates state aid to county mental hospitals, state charges to counties for care of patients in state institutions and boarding homes, and intercounty charges for care of patients in county mental hospitals.

The enforcement of support orders entered by juvenile courts throughout the state was undertaken by the Bureau during the biennium. The collection

of delinquent student loans and Workshop for the Blind accounts were other functions transferred, these from the Attorney General's office.

The Collection and Deportation Counsel renders legal services to the Department, handles interstate transfers of mental patients (deportations), authorizes consent of sterilization of mental patients, and presides over hearings and renders decisions in appeals to the Department to review legal settlement determinations. During the biennium there were 187 deportation authorizations for mental patients. Fourteen sterilizations of mentally retarded persons were authorized.

PROGRAM RESEARCH AND STATISTICS

Effectively operating agencies require internal organization to carry on a program of fact-finding and analysis. The results help define problem areas, suggest solutions, and give direction to agency operations. Continuous evaluation of existing programs and future needs is a particularly important function in view of the great number of people affected and the large sums of money spent on welfare programs in Wisconsin. The Bureau of Research has primary responsibility in this area.

Since July 1, 1961 all program statistics and operations research personnel of each Division of the Department were consolidated in the Bureau of Research. This was necessary to coordinate the diverse statistical and related research functions and to use more effectively staff engaged in these functions, particularly as increased demand for program statistics and research are being made by the state and federal levels of government. The Department's technical library facilities were also placed in the Bureau because of its important relationship to the Department's research efforts.

During the biennium, particular attention was given to developing better methods for forecasting institution populations and service program needs; overhauling and up-dating program statistical reporting systems for outpatient clinics, child welfare services, juvenile courts, and medical care in public assistance; and working with Divisional staffs in evaluating research needs and priorities as a basis for planning the operations research activities of the Bureau.

Examples of research projects undertaken or started during the biennium include follow-up studies of mental hospital admissions falling in selected

diagnostic and age categories to determine the impact of hospital treatment programs on release and hospital return rates, parole outcome studies to be used as a basis for evaluating effectiveness of correctional programs for adult offenders, a review of the operation of the Huber Law which is Wisconsin's pioneering system of day-parole for county jail prisoners, a study of staff turnover at Southern Colony, an evaluation of the Department's program of training and recruiting social workers, studies of Aid to Dependent Children recipients and medical care costs in public assistance, a child welfare caseload management project in Eau Claire County, and a study of juvenile detentions in Winnebago County. Bureau staff also collaborated with Divisional, institution, and University personnel in designing special research and demonstration projects, several of which were submitted as applications for federal grants.

ADMINISTRATIVE STUDIES AND BUDGETING

The administrative analysis section provides staff assistance to the Department Director in budget preparation and administrative management. Budget responsibilities include coordinating, analyzing, and writing the Department's biennial budget request. Management analysis functions include the conduct of special management studies, reviews of administrative methods and procedures, and management consultation services to all sections of the Department.

Some examples of management analysis and consultant functions carried out in the biennium include a major management study at Mendota State Hospital, development of an organizational and operational plan for the Division for Children and Youth clerical staff, a management study in the Bureau of Collection and Deportation, preparation of a ten-year projection of office space needs for public welfare agencies in the State Office Building in Madison which was submitted to the Department of Administration, and an analysis of the food service operations at Central Wisconsin Colony conducted jointly with the Department's consulting dietitian.

EMERGENCY WELFARE SERVICES

Emphasis during the biennium was on the continued evaluation of administrative policies relative to emergency welfare functions and expansion of

teletype services between Department institutions and services.

New standards for county homes and hospitals developed by the Joint Committee of Standards now requires these institutions to have plans to deal with national emergencies. In this connection, federal funds can be authorized to reimburse county institutions in full for costs incurred in national emergencies.

Emergency policies and procedures, and standards for the care of mental patients in the event of a national emergency were developed.

Incorporation of mental institutions in the National Radiological Monitor Program and training of institutional personnel in this program were carried out.

Since adequate communication is the key to any emergency planning, the Department's civil defense teletype service was extended to the Division of Mental Hygiene Central Office, all state mental institutions, the Wisconsin Child Center at Sparta, and the Wisconsin Correctional Institution at Fox Lake. This completed teletype service between the Department's central offices and all state institutions and also provides direct communication in the event of a national emergency to the State Control Center at Stevens Point.

Training of volunteers to support county welfare programs in emergencies was extended to 2100 individuals during the biennium. In addition, the Department sponsored pilot projects in emergency mass feeding in three Wisconsin counties.

PAROLE BOARDS

Substantial increases in applications for release at both adult and juvenile institutions made necessary the enlargement and expansion of the Parole Board from three to five members in November 1961. Three of the five members have been assigned to hearing parole applications at the Prison, Reformatory, Home for Women, and the Correctional Camp System. Two members have been assigned to the Juvenile Review Board which is concerned with the release of juveniles to supervision in the community.

Including the Special Review Board, which holds hearings on persons convicted under the Sex Crimes Law, there are three boards concerned with the granting of parole. The Special Review Board consists of three members, two of whom are not employees of the Department.

CHART 6

MORE EXTENSIVE USE OF PROBATION AND PAROLE GIVES WISCONSIN A LOWER PRISON POPULATION

WISCONSIN



ALL OTHER STATES



PERSONS IN STATE PRISONS PER 100,000 POPULATION (1961). SOURCE: NATIONAL PRISONER STATISTICS.

YOUTH CONSERVATION CAMPS

On September 1, 1961, new legislation became effective which allowed the establishment of the first youth conservation camps. This law gave the Department authority to establish and operate camps for boys in cooperation with the Conservation Department. The camps operate during the summer months in areas suitable for work in conservation projects.

The first camp site was located at White River, in Bayfield County, this site being owned by the Conservation Department and where suitable buildings were available. A second site was selected at Statehouse Lake in Vilas County. Here the Department had to construct a road and build facilities. These camps would accommodate about 100 boys each for two six-week sessions, or about 400 for the 1962 summer season.

To get the program in operation 800 letters were sent to schools throughout the state asking the principals to tell students about the youth camp program. Around 1,100 applications were received from youths in the 16-19 age group. Each county was allowed a quota of admissions according to population. Every school in the county that had applicants was allowed one. All youths

who were highly recommended were given the first opportunity for selection. The remainder of the places were filled by lottery. The camps officially opened June 10, 1962.

Following are typical examples of work done at one of the camps. Twenty boys under the Forest and Parks Division built camp sites and a boat landing at Upper Gresham Lake in Vilas County. Twenty more under the Game Management Division cut down trees and brush for deer browse in the Price County area. Twenty worked on fish management projects. Under forest management, 15 boys did cutting on state tree plantations, mostly in the Mercer area, to give young pines a better chance to grow. Another 13 boys under the forest protection division cut firelanes in the Rest Lake area, not far from the camp. They also developed camp sites and built fireplaces for campers on islands accessible by boat in the Flambeau Flowage.

It was not all hard work for the boys, however, as the camps provided recreational facilities and educational programs on a variety of conservation projects. Movies were shown weekly, talks were given by conservation specialists, and the boys were taken on field trips.

At the end of each six-week period, the boys received certificates and jackets attesting to their attendance at one of the camps. The first year's experiment in operating youth conservation camps has been generally acclaimed as a highly successful one, and worth continuing.



STATISTICS AND FINANCIAL DATA

Table 1

Persons receiving services from the State Department of Public Welfare or from local agencies under its supervision as of June 30; 1960 and 1962

Operating division	June 30		Change
	1960	1962	
<u>TOTAL</u>	<u>114,779</u>	<u>121,899</u>	<u>7,120</u>
In public institutions	24,718	24,256	-462
Not in public institutions	90,061	97,643	7,582
Children and Youth	12,224	13,995	1,771
Corrections	8,869	9,964	1,095
Mental Hygiene	20,382	20,554	172
Public Assistance	75,604	80,886	5,282

Note: Totals have been adjusted for the approximately 2,300 children in 1960 and 3,500 children in 1962 who were receiving both child welfare services and public assistance.

Table 2

Expenditures of the State Department of Public Welfare bienniums 1958-60 and 1960-62

Division or unit	1958-60	1960-62	Change
<u>TOTAL</u>	<u>\$168,794,015</u>	<u>\$194,896,727</u>	<u>\$26,102,712</u>
State funds	109,025,494	127,905,832	18,880,338
Federal funds	59,768,521	66,990,895	7,222,374
Executive	790,071	1,091,226	301,155
Business Management	1,324,816	1,538,257	213,441
Children and Youth	6,364,763	7,741,533	1,376,770
Corrections	16,480,936	19,658,489	3,177,553
Mental Hygiene	46,916,316	55,021,520	8,105,204
Public Assistance	96,917,113	109,845,702	12,928,589

Table 3
Persons employed by the State Department of Public Welfare
on June 30, 1960 and June 30, 1962
by division or unit

Division or unit	June 30, 1960	June 30, 1962	Change
<u>TOTAL</u>	<u>4,791</u>	<u>5,302</u>	<u>511</u>
<u>Executive</u>	<u>52</u>	<u>79</u>	<u>27</u>
Staff	11	14	3
Research	10	26	16
Collection and Deportation	31	34	3
Youth Conservation Camps	-	5	5
<u>Business Management</u>	<u>145</u>	<u>156</u>	<u>11</u>
Staff	41	42	1
Field offices	73	83	10
Other	31	31	-
<u>Children and Youth</u>	<u>238</u>	<u>248</u>	<u>10</u>
Staff	168	174	6
Child Center	70	74	4
<u>Corrections</u>	<u>1,326</u>	<u>1,461</u>	<u>135</u>
Staff	234	268	34
State Prison	384	406	22
Wisconsin Correctional Institution	-	9	9
State Reformatory	225	239	14
Home for Women	102	94	-8
School for Boys-Wales	105	160	55
School for Boys-Waukesha	158	156	-2
School for Girls	118	116	-2
Black River Camp	-	13	13
<u>Mental Hygiene</u>	<u>2,900</u>	<u>3,228</u>	<u>328</u>
Staff	19	30	11
Mendota State Hospital	516	573	57
Winnebago State Hospital	626	624	-2
Central State Hospital	157	160	3
Diagnostic Center	93	93	-
Northern Colony	573	592	19
Northern Annex	110	112	2
Southern Colony	627	668	41
Central Colony	179	376	197
<u>Public Assistance</u>	<u>130</u>	<u>130</u>	<u>-</u>
Staff	85	84	-1
Services to the Blind	45	46	1

Table 4
Children receiving casework services
Division for Children and Youth
as of June 30; 1959-62

Living arrangement	June 30			
	1959	1960	1961	1962
<u>TOTAL</u>	<u>2,605</u>	<u>2,656</u>	<u>2,769</u>	<u>2,784</u>
In Wisconsin Child Center	84	88	67	73
Not in Wisconsin Child Center	2,521	2,568	2,702	2,711

Note: Data relate to children whose legal custody or guardianship was transferred to the Department; therefore, they omit approximately 100 children receiving casework services whose guardianship or custody had not been transferred.

Table 5
Living arrangements of children receiving primary casework services
from child welfare agencies, March 31, 1962

Living arrangement	Total	Division for Children and Youth	County agencies	Licensed voluntary agencies
<u>TOTAL</u>	<u>19,437</u>	<u>2,499</u>	<u>12,964</u>	<u>3,974</u>
Home of parents	9,294	134	8,304	856
Home of relatives	988	88	779	121
Adoptive home	1,291	340	215	736
Free home	98	14	64	20
Boarding home	5,674	1,694	3,021	959
Work or wage home	128	13	68	47
Institution	1,371	116 ^a	263 ^b	992
Elsewhere	593	100	250	243

^a77 in Wisconsin Child Center; 39 in other child welfare institutions.

^b175 in Milwaukee County Children's Home; 88 in voluntary institutions for which counties provide casework services.

Note: Of the children reported in this table, 794 were also receiving supplementary casework services from other Wisconsin children's agencies (85 from the Division for Children and Youth, 617 from county welfare agencies, and 92 from licensed voluntary children's agencies).

Table 6

Expenditures of the Division for Children and Youth
from state and federal funds
bienniums 1958-60 and 1960-62

Source and use of funds	1958-60	1960-62	Change
<u>TOTAL</u>	<u>\$6,364,763</u>	<u>\$7,741,533</u>	<u>\$1,376,770</u>
<u>State funds</u>	<u>5,746,962</u>	<u>7,038,722</u>	<u>1,291,760</u>
Administration and field services	1,894,962	2,150,724	255,762
Foster care payments	3,293,338	4,325,528	1,032,190
Wisconsin Child Center	558,662	562,470	3,808
<u>Federal child welfare funds</u>	<u>617,801</u>	<u>702,811</u>	<u>85,010</u>

Table 7

Average daily population under supervision
of Division of Corrections
fiscal years 1958-59 to 1961-62

Institution or service	1958-59	1959-60	1960-61	1961-62
<u>TOTAL</u>	<u>8,165</u>	<u>8,651</u>	<u>9,079</u>	<u>9,680</u>
<u>Institution supervision</u>	<u>3,125</u>	<u>3,259</u>	<u>3,489</u>	<u>3,675</u>
Adult	2,623	2,681	2,804	2,965
State Prison	(1,540)	(1,587)	(1,641)	(1,686)
State Reformatory	(949)	(982)	(1,007)	(1,079)
Correctional Camp System	(-)	(-)	(-)	(31) ^a
Home for Women	(134)	(112)	(156)	(169)
Juvenile	502	578	685	710
School for Boys-Wales	(b)	(71)	(217)	(270)
School for Boys-Waukesha	(329)	(320)	(294)	(263)
Black River Camp	(-)	(-)	(-)	(1) ^c
School for Girls	(173)	(187)	(174)	(176)
<u>Field supervision</u>	<u>5,040</u>	<u>5,392</u>	<u>5,591</u>	<u>6,005</u>
Probation	2,576	2,800	2,969	3,140
Parole	2,464	2,592	2,622	2,865

^aThe Correctional Camp System (for male adults) was initiated March 5, 1962.

^bThe School for Boys-Wales opened April 1, 1959; therefore, its population is not shown separately for the first three months of operation.

^cThe Black River Camp (for male juveniles) was opened June 7, 1962.

Table 8
Expenditures of the Division of Corrections
bienniums 1958-60 and 1960-62

Use of funds	1958-60	1960-62	Change
<u>TOTAL</u>	<u>\$16,480,936</u>	<u>\$19,658,489</u>	<u>\$3,177,553</u>
<u>Administration and field services</u>	<u>2,813,391</u>	<u>3,360,526</u>	<u>547,135</u>
<u>Institution</u>	<u>13,667,545</u>	<u>16,297,963</u>	<u>2,630,418</u>
State Prison	4,924,676	5,396,403	471,727
Wisconsin Correctional Institution	-	20,367 ^a	20,367
State Reformatory	3,395,977	3,821,559 ^b	425,582
Correctional Camp System	-	1,356 ^b	1,356
Home for Women	1,247,098	1,370,419	123,321
School for Boys-Wales	636,300 ^c	2,086,997	1,450,697
School for Boys-Waukesha	1,999,395	1,991,396 ^d	-7,999
Black River Camp	-	29,136 ^d	29,136
School for Girls	1,464,099	1,580,330	116,231

^a Although the Wisconsin Correctional Institution opened September 12, 1962, money was expended during the 1960-62 biennium.

^b The Wisconsin Correctional Camp System (for male adults) was initiated March 5, 1962.

^c The School for Boys--Wales opened April 1, 1959.

^d The Black River Camp (for male juveniles) was opened June 7, 1962.

Table 9
Financial statement of Prison and Reformatory industries
biennium 1960-62

Industry	Gross revenue	Expenditures	Net revenue
<u>TOTAL</u>	<u>\$4,525,454</u>	<u>\$4,500,801</u>	<u>\$24,653</u>
<u>Prison industries</u>	<u>4,311,798</u>	<u>4,303,349^a</u>	<u>8,449</u>
Metal	1,896,602	1,853,976	42,626
Laundry	501,497	536,547	-35,050
Printing and binding	171,899	201,455	-29,556
Paint	288,935	299,507	-10,572
Shoe	75,040	77,851	-2,811
Cannery	325,829	314,566	11,263
Clothing	396,116	392,722	3,394
Central generating	655,880	626,725	29,155
<u>Reformatory industries</u>	<u>213,656</u>	<u>197,452</u>	<u>16,204</u>
Auto	114,532	111,941	2,591
Clothing	99,124	85,399	13,725
Granite	-	112	-112

^aIncludes \$380,491 which was reverted to the state's general fund and \$125,000 which was reserved for industries at the Wisconsin Correctional Institution which had not begun operating.

Table 10
Average daily populations
Wisconsin state and county mental institutions
fiscal years 1958-59 to 1961-62

Institution	1958-59	1959-60	1960-61	1961-62
<u>TOTAL</u>	<u>18,362</u>	<u>18,482</u>	<u>18,688</u>	<u>18,492</u>
<u>State institutions</u>	<u>5,795</u>	<u>5,847</u>	<u>5,969</u>	<u>6,033</u>
Hospitals	2,403	2,326	2,329	2,326
Mendota	(961)	(966)	(934)	(938)
Winnebago	(1,075)	(987)	(1,017)	(1,023)
Central	(325)	(336)	(343)	(329)
Diagnostic Center	(42)	(37)	(35)	(36)
Colonies	3,392	3,521	3,640	3,707
Northern	(1,905)	(1,876)	(1,855)	(1,826)
Southern	(1,487)	(1,521)	(1,535)	(1,523)
Central	(a)	(124)	(250)	(358)
<u>County institutions</u>	<u>12,567</u>	<u>12,635</u>	<u>12,719</u>	<u>12,459</u>
Milwaukee	3,708	3,692	3,682	3,458
Other	8,859	8,943	9,037	9,001

^aThe Central Wisconsin Colony and Training School opened June 8, 1959.

Table 11
Expenditures of the Division of Mental Hygiene
from state and federal funds
bienniums 1958-60 and 1960-62

Source and use of funds	1958-60	1960-62	Change
<u>TOTAL</u>	<u>\$46,916,316</u>	<u>\$55,021,520</u>	<u>\$8,105,204</u>
<u>State funds</u>	<u>46,796,228</u>	<u>54,795,153</u>	<u>7,998,925</u>
Administration and field services	194,088	357,393	163,305
State institutions	30,143,777	34,824,155	4,680,378
Mendota State Hospital	(5,975,022)	(6,632,214)	(657,192)
Winnebago State Hospital	(6,496,992)	(7,038,337)	(541,345)
Central State Hospital	(2,010,396)	(2,176,791)	(166,395)
Diagnostic Center	(1,152,945)	(1,213,593)	(60,648)
Children's Treatment Center	(-)	(585) ^a	(585)
Northern Colony	(6,053,010)	(6,542,567)	(489,557)
Northern Annex	(1,166,169)	(1,285,063)	(118,894)
Southern Colony	(6,574,582)	(7,168,598)	(594,016)
Central Colony	(714,661)	(2,766,407)	(2,051,746)
State aid to county mental hospitals	16,363,336	18,849,085	2,485,749
Community mental health clinics	95,027 ^b	764,520	669,493
<u>Federal Mental Health Act funds</u>	<u>120,088</u>	<u>226,367</u>	<u>106,279</u>

^aThe Children's Treatment Center is scheduled to begin operating in January 1963.

^bState aid to community mental health clinics began during the last half of the 1958-60 biennium.

Table 12

Expenditures for public assistance, biennium 1960-62
by program and source of funds

Program	Total	Source of funds	
		Federal	State
<u>TOTAL</u>	<u>\$109,261,544</u>	<u>\$65,888,099</u>	<u>\$43,373,445</u>
<u>Administration and field services</u>	<u>1,763,989</u>	<u>6,846</u>	<u>1,757,143</u>
<u>Aids to localities</u>	<u>107,497,555</u>	<u>65,881,253</u>	<u>41,616,302</u>
Old Age Assistance	58,774,361	39,048,995	19,725,366
Aid to Dependent Children	31,982,358	17,750,444	14,231,914
Aid to the Blind	1,478,421	940,112	538,309
Aid to the Disabled	7,006,411	4,136,666	2,869,745
Social Security Aids Grants	93,250	-	93,250
General relief	1,018,544	20,000 ^a	998,544 ^b
County administration	7,144,210	3,985,036	3,159,174 ^b

^aFrom U.S. Bureau of Indian Affairs.

^bIncludes state reimbursements for child welfare and juvenile court services but excludes costs of Services to the Blind (see Table 14).

Table 13

Average number of public assistance recipients
and average monthly expenditures
years ending June 30; 1961 and 1962

Program	1960-61		1961-62	
	Average number of recipients	Average monthly expenditures	Average number of recipients	Average monthly expenditures
<u>TOTAL</u>	<u>107,040^a</u>	<u>\$6,053,055</u>	<u>109,175^a</u>	<u>\$6,282,383</u>
Old Age Assistance	33,501	2,940,065	31,815	2,921,128
Aid to Dependent Children	38,431	1,614,418	42,004	1,781,683
Aid to the Blind	929	81,859	881	79,279
Aid to the Disabled	3,652	390,634	4,257	454,509
General relief	30,881	1,026,079	30,553	1,045,784

^aDuplication resulting from persons who received general relief to supplement another type of public assistance has been eliminated on a partially estimated basis.

Table 14

Expenditures of Services to the Blind
from state and federal funds
bienniums 1958-60 and 1960-62

Source and use of funds	1958-60	1960-62	Change
<u>TOTAL</u>	<u>\$1,386,143</u>	<u>\$1,465,435</u>	<u>\$79,292</u>
<u>State funds</u>	<u>1,199,864</u>	<u>1,291,817</u>	<u>91,953</u>
Administration	171,149	171,452	303
Field services	77,332	93,900	16,568
Vocational rehabilitation	61,375	145,188	83,813
Workshop, vending stands, and homework	890,008	881,277	-8,731
<u>Federal funds for vocational rehabilitation</u>	<u>186,279</u>	<u>173,618</u>	<u>-12,661</u>

Table 15

Persons receiving services to the blind
during June; 1960 and 1962

Type of service	June 1960	June 1962	Change
<u>TOTAL</u>	<u>648</u>	<u>717</u>	<u>69</u>
Rehabilitation	157	192	35
Social services	491	525	34

Table 16

Selected characteristics relating to Wisconsin mental health clinics
biennium 1960-62

Characteristic	1960-61	1961-62
<u>Number of clinics, June 30</u>	<u>19</u>	<u>21</u>
State aided	15	18
Not state aided	4	3
<u>Patients under care, June 30</u>	<u>2,548</u>	<u>3,387</u>
Under 18 years of age	1,332	1,568
18 years of age and over	1,216	1,819
<u>Admissions, year ending June 30</u>	<u>4,655</u>	<u>5,488</u>
New admissions	3,811	4,499
Readmissions	844	989
<u>Patients under care, year ending June 30</u>	<u>6,396</u>	<u>7,558</u>
Under 18 years of age	3,584	3,885
18 years of age and over	2,812	3,673
Person-interviews per year per patient under care	9.1	9.6
Total clinic costs, year ending June 30	\$1,057,637	\$1,284,028
Clinic cost per patient under care during year	\$165.36	\$169.89
Clinic cost per person-interview	\$18.16	\$17.77

Table 17

Selected activities of the Bureau of Collection and Deportation
bienniums 1958-60 and 1960-62

Activity	1958-60	1960-62	Change
Collection of charges for institutional care			
Amount collected	\$7,001,478	\$8,464,849	\$1,463,371
Number of collections	89,345	103,261	13,916
Deportation authorizations for mental patients			
To be sent to other states	100	77	-23
To be received from other states	66	110	44
Sterilizations authorized for mental defectives		14	14

Table 18			
Paroles processed by Wisconsin parole boards bienniums 1958-60 and 1960-62			
Type of parole	1958-60	1960-62	Change
<u>All parole activity</u>			
Applications considered	8,533	9,797	1,264
Granted	4,252	5,004	752
<u>Institutions for adults</u>			
Applications considered	6,390	6,702	312
Granted	2,490	2,728	238
<u>Institutions for juveniles</u>			
Applications considered	1,769	2,607	838
Granted	1,608	2,085	477
<u>Sex deviate program</u>			
Applications considered	374	488	114
Granted	154	191	37

DISTRICT OFFICES AND INSTITUTIONS



- | | |
|---------------------------------------|---------------------------------------|
| D District Offices | 9 Wisconsin Child Center |
| 1 Mendota State Hospital | 10 Wisconsin State Prison |
| 2 Winnebago State Hospital | 11 Wisconsin State Reformatory |
| 3 Central State Hospital | 12 Wisconsin Correctional Institution |
| 4 Central Colony and Training School | 13 Wisconsin Home for Women |
| 5 Northern Colony and Training School | 14 Camp Gordon |
| 6 Southern Colony and Training School | 15 Camp Flambeau |
| 7 Wisconsin Diagnostic Center | 16 Camp McNaughton |
| 8 Children's Treatment Center | 17 Black River Camp |
| | 18 Wisconsin School for Boys--Wales |
| | 19 Kettle Moraine Boys School |
| | 20 Wisconsin School for Girls |

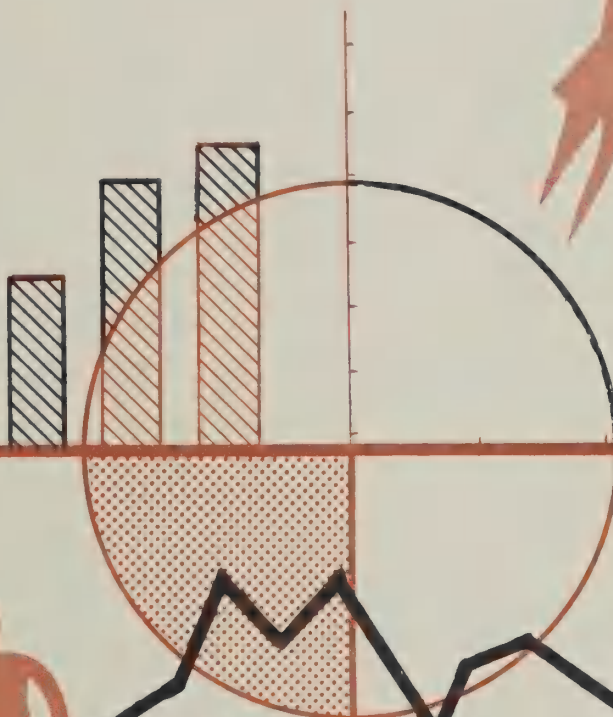
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Public Welfare in Wisconsin

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Robert E. O'Connor, M.D., Supt.	- - - - -	- Wisconsin Diagnostic Center
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John M. Garstecki, Supt.	- - - - -	- Southern Colony and Training School

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 Approval of Public Institutions

DISTRICT AND AREA OFFICES

December 1, 1964

The Honorable John W. Reynolds
Governor of Wisconsin
State Capitol
Madison, Wisconsin

Sir:

In compliance with the statutes and with sincere pleasure, we submit this report to you and to the people of Wisconsin for the biennial period ending June 30, 1964.

During this period the people, through the Executive and Legislative branches, and through their direct involvement in numerous voluntary activities, have reaffirmed their traditional interest in and concern for those in need of help. The State Department of Public Welfare, as an extension of that concern, has been in the forefront of the effort to develop new techniques to meet old needs, new services to meet new demands for service, and new programs directed against the causes of social disintegration.

Prevention and rehabilitation, flexibility and innovation, research and demonstration. These are apparent in the activities described in this report. Each one is a necessary part of the effort to keep pace with the rapid and profound changes which threaten individual, family, and social well-being. With the support of the elected officials and the citizens of the state, the staff of the Department has combined all of them to provide a high level of services.

While this report, necessarily, condenses the broad range of activities, its contents should give all citizens ample reason for pride in the services they provide.

On behalf of the State Board of Public Welfare, the staff of the Department, and myself, I wish to record again our very real appreciation for the sympathetic consideration you have shown toward the welfare needs and services of our state.

Respectfully,

Wilbur J. Schmidt

Wilbur J. Schmidt
Director

STATE DEPARTMENT OF PUBLIC WELFARE

Business Management and Executive Services

ACCOUNTING

A new system of accounting for inter- and intra-department billing was introduced during the biennium using debit and credit memoranda in place of the former check transactions. The new procedure results in a considerable saving of time, especially for our institutions, by eliminating an excessive amount of unnecessary handling and processing of paper work. By eliminating cash disbursements, this money is retained in the Treasurer's balances at the State depositories and is available to the State Investment Board for investment. Under the former cash transaction system, a considerable amount of interest was lost during the interval of time the treasurer's balance was reduced. In the welfare department alone, inter- and intra-department billings in the fiscal year 1963-64 amounted to over two and one-half million dollars.

In cooperation with the Department's steering committee the work of exploring and developing new areas in welfare for application of integrated data processing systems was undertaken. Areas presently under consideration include: (1) preparation of institution and administration accounting vouchers and records; (2) installation of a system of encumbrance accounting to provide more up-to-date fiscal information; (3) installation of methods for providing plant and equipment perpetual inventories for institutions and administrative divisions, thereby eliminating time-consuming and burdensome annual physical inventories; (4) mechanization through data processing methods of the recording of the flow of consumable supplies through institution stores accounts.

Work of converting the Department's IBM 407 payroll system to a tape-oriented IBM 1401 and 1410 computer system by the Department of Administration entered its final stages during the biennium. This is intended to be the model for a central payroll system for all state agencies.

In addition, a field audit program covering state grants-in-aid to community mental health clinics was started in this biennium.

BUDGET PREPARATION AND MANAGEMENT ANALYSIS

The Administrative Analysis Section provides assistance to the Department Director and to the divisions in the areas of budget preparation, organization and management studies, and paperwork management.

Budget responsibilities include coordinating the preparation of the Department's biennial budget, analyzing budget requests submitted by the institutions, divisions, and bureaus of the

Department, writing the Department's budget request document, and developing budgeting standards.

Organization and management studies are aimed at general administrative improvement or solution of specific operating problems. Analyses of systems and procedures precede recommendations intended to simplify work or speed operations. Examples of management improvement services provided in the biennium are participation with the Division for Children and Youth in a review of the Milwaukee county child welfare program; a general management study of the Department district offices; stimulation of the Department records management program by training sessions, preparation of a records manual, and establishment of a case record destruction schedule for psychiatric hospitals; and assistance given the Division of Corrections in automating probation and parole caseload data.

Objectives for the immediate future include establishment of budgeting and performance standards in several program areas, facilitating Department adjustment to program budgeting, providing consultation and assistance in data-processing applications, and placing all public welfare records on continuing records destruction schedules.

COLLECTIONS, INTERSTATE TRANSFERS, AND LEGAL SERVICES

The Bureau of Collection and Deportation is the central collection agency of the Department for the recovery from individuals of the cost of care and treatment of patients at the 44 state and county mental institutions (exclusive of Milwaukee County) and University Hospitals. Total amounts recovered continued to rise. In the 1962-64 biennium, \$10,045,000 was collected in 114,000 transactions as compared with \$8,465,000 collected in 103,000 transactions in the 1960-62 biennium.

In connection with its collection functions, the bureau prorates recoveries for care between the state and counties of legal settlement. The bureau also calculates state aid to county mental hospitals, state charges to counties for care of patients in state institutions and boarding homes, and intercounty charges for care of patients in county mental hospitals.

The enforcement of support orders entered by juvenile courts throughout the state and the collection of delinquent student loans and Workshop for the Blind accounts are also handled by the bureau.

The Collection and Deportation Counsel renders legal services

to the Department, effects interstate transfers of mental patients, and presides over hearings and renders decisions in appeals to the Department to review legal settlement determinations.

EMERGENCY WELFARE SERVICES

The emphasis of the Emergency Welfare Services during the biennium was directed toward three objectives:

1. As part of the Department's emergency operating plans, a communication system has been developed permitting the utilization of total communication resources of the Department under any emergency situation. In addition, analysis has been made of utilization of other media, radio and microwave, as potential resources, and coordination with other State agencies. The existing teletype service was extended to the Walworth Pre-Release Center, Office of the Director, Division for Children and Youth and the seven district offices serving the Department.
2. The initiation of a uniform training program for fire, rescue, and medical self-help as it applies to the emergency welfare services.
3. Coordination with State Board of Health, Wisconsin Employment Service, and other state agencies on emergency operating procedures and related services.

The Department continued its efforts with county departments of public welfare and county institutions as they relate to the emergency welfare program. Upon request from Wisconsin counties the Department initiated sixteen classes in mass emergency feeding.

ENGINEERING

The engineering staff, consisting of two civil engineers, one mechanical engineer and a construction superintendent, carried out its responsibilities in the areas of: (1) institution building and equipment maintenance, (2) Waupun central warehouse and salvage operation supervision, including a staff of approximately twenty craftsmen who supervise or participate in projects which institution maintenance staffs are not equipped to handle, (3) review and interpretation of plans and specifications prepared by the State Bureau of Engineering for new buildings and equipment, (4) liaison with the State Bureau of Engineering in all engineering aspects of institution building maintenance, operation, remodelling and new construction, including the preparation of plans and specifications for remodelling and minor construction projects, and (5) consulta-

tion and cost estimating for project proposals to be included in the long-range building programs.

FARM OPERATION

The agricultural program is of prime importance to other Department programs. The land and its cultivation provide for the constructive and productive use of labor. A well-managed farming enterprise is useful in teaching the necessity and dignity of work.

An abundance of healthful food, including milk, eggs, beef, pork, fruits, and vegetables, is produced for the institutions with a substantial saving in food costs.

Last year, farm production totalled 10,826,769 lbs. milk, 326,677 lbs. dressed pork, 498,517 lbs. dressed beef, 273,734 dozen eggs, 3,061,766 lbs. vegetables, and 488,669 lbs. fruit.

For the second year, an exchange was made of registered Holstein dairy cattle for beef feeder calves with the Texas Department of Corrections. Fifty Holsteins from Wisconsin institutional farms were traded for 170 Brahma-Hereford calves. The beef calves are fattened to supply quality beef for institutional use.

New farm buildings, erected with inmate labor, include four corn cribs and granaries, two machine sheds, two piggeries, two beef sheds, two machine sheds, one dairy cattle shed, and one poultry house.

The long-time demand from Wisconsin dairymen and others for institutional Holstein breeding stock continues with receipts of \$165,000 for the biennium.

The twelve farms at nine institutions operate under a revolving fund without legislative appropriation. The working capital has been adequately maintained, in spite of increased salaries and operating costs, while the product prices to institutions remain about constant. Efficiency in production has improved.

A total of \$33,752, an increase of \$6,000 per year, was paid to local communities as school tax on agricultural lands in 1964.

Northern Wisconsin Colony & Training School crop production was severely reduced due to extreme drouth in 1964.



FIRE AND SAFETY INSPECTION

The health and safety of the inmates and patients is a major concern of the Department. As a protection against fire and safety hazards, quarterly inspections were made at all the state institutions and semi-annually at all the county homes and county hospitals. The safety supervisor has enlarged his field of inspection from 10 state institutions to include 110 institutions. Instructions in fire prevention, safety, evacuation drills, and other areas of fire protection are included. This program is designed to provide for the safety of everyone, whether housed or working in a division of the Department.

FOOD SERVICE MANAGEMENT

With over 400 food service employes in institutions and camps, emphasis is on good management practices in all phases of the food service operations.

A series of training programs was developed and activated in the past two years. Several food service management institutes were attended by the dietitians and food service managers at the various institutions. The institutes had as their objective the promotion of good management practices in the areas of budgeting, staffing, meal patterns, and purchasing. Workshops were conducted for institution meat cutters and bakers to establish standards and to provide technical knowledge to all participants.

Because of the difficulty in recruiting qualified dietitians and food service managers, a program was established which permitted undergraduate students, majoring in dietetics or institutional management, to participate in a twelve week summer work-training program in the institutions. Five institutions participated and five students completed the program.

Preliminary material for a single basic modified diet manual for use in all Department institutions was completed. Distribution for review of the material will be completed this year. Other manuals which provide guides and technical information were developed and distributed to the dietitians and food service managers, meat cutters, bakers, chefs, and cooks.

PAROLE BOARD

The parole board has been increased in size to six full time members. Two parole board members are assigned to conduct hearings at the four juvenile institutions. Serious population pressure in the juvenile institutions has required the juvenile board to effect the release of juveniles as early

as possible and reasonable. This has been a handicap to the juvenile parole system and has meant that the preferred criteria for judging appropriateness of release have been modified in some cases.

The Adult Parole Board is composed of 4 members who have been assigned to conduct hearings at the adult institutions and the various installations of the Correctional Camp System. Increasing the size of the adult Board to four members has made it possible for three men to be present at the hearings at the prison. The inmates with more serious offenses and long criminal records are thus given more careful screening. This is a qualitative improvement in procedure, since it provides greater assurance that we are not overlooking individuals who might qualify for parole nor prematurely releasing those who should remain.

PERSONNEL

On July 1, 1964, there were 6,180 state employees, 1,582 county welfare department employees, and 2,959 employees in county hospitals providing welfare services. These employees represented a wide variety of skills ranging from custodial and housekeeping, to rehabilitative and treatment.

To assure the state of an adequate number of fully qualified persons to meet growing welfare needs, the Department has worked with state colleges, universities and vocational schools to assist in establishing the necessary training programs, and to attract young workers to the welfare field. The Department has also cooperated with educational institutions in providing field placement opportunities for students in the fields of practical nursing, graduate registered nursing, psychiatry, psychology, occupational therapy, teaching, institutional chaplaincy, dietetics, and building trades.

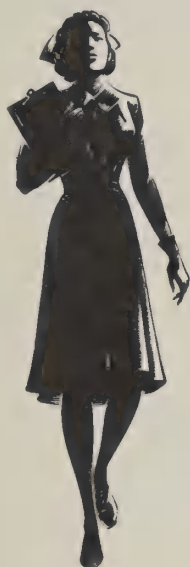
Despite these efforts the Department continued to experience a shortage of trained workers in the fields of nursing, occupational therapy, psychology, psychiatry, dietetics, social work, and several research specialties.

In an effort to meet staff shortages the Department provided educational stipends to over 100 social work students during the biennium. Another 29 were placed in the work-study program. The Department also co-sponsored a three year psychiatric residency program for 25 physicians, many of whom were under commitment to work for the Department following completion of their residency training at the University of Wisconsin Medical School. Five psychologists were also given work-study opportunities with the Department with the understanding that they would accept employ-

ment with the Department upon completion of their course of training.

In-service training programs to provide staff with up-to-date information on the latest techniques and methods were provided over 2,500 employees each year. These were provided through various types of institutes, parttime and summer school attendance and other special programs conducted by Department specialists, outside consultants, and various educational institutions throughout the state.

During the biennium, plans were made through the University of Wisconsin Extension Division for the operation of permanent training centers in ten locations throughout the state where employees of state and welfare agencies could secure social work credit courses for completion of work toward a masters degree. This program, together with the establishment of a staff development center in each of the districts in the state to augment on-going in-service training programs for county workers, will assure a higher quality of worker in the local welfare agencies in the future.



One of the most critical shortages continues to be that of registered nurses. In this field the Department has provided field placement opportunities for over 200 student nurses. In addition, the Department initiated a program of educational stipends for registered nurses who wish to continue their education to become qualified nurse instructors. It is hoped that through this program there will be a sufficient number of qualified nurse instructors in the future to be able to expand the nurse training facilities to meet the increasing need for this skill.

PUBLIC INFORMATION SERVICES

Established near the end of the biennium, this service provides administrative assistance to the Director and has responsibility for planning and implementing a program to provide factual information to interested persons and to the general public. Under the supervision of the Deputy Director, the public information officer produced and disseminated information through appropriate media and served as a consultant to the department and division directors, bureau chiefs, and institution superintendents as they conveyed information to the public. In addition the public information office issued the Department's quarterly and biennial reports.

PURCHASING

Since revision of purchasing procedures in 1962, concentration has been on the standardization of commodities and services throughout the Department wherever possible and feasible. By pooling requirements or getting major commodi-

ties under master contract we reduce the purchasing procedure workload at each institution, and achieve lower unit prices.

The addition of two more purchasing agents to the staff of the Bureau of Purchases has made possible the expansion of centrally contracted commodities and services. Our purchasing office continues to be a clearing and controlling agency between welfare institutions and the Bureau of Purchases.

Major achievement in the individual institutions this period has been virtual completion of new stores records to make possible more accurate and up-to-date stores accounting. Set up under supervision of the purchasing office, the new system will make possible expanding use of consolidated purchases to the maximum storage capacity of each institution. The system is, hopefully, a short-lived intermediate step toward mechanization of stores records on a computer operation.

PROGRAM STATISTICS AND RESEARCH

The Bureau of Research collects statistics relating to services provided or supervised by all operating divisions of the Department. The data were used to prepare reports which fulfill in part the responsibilities of accountability to the public. They were also used to analyze trends, evaluate effectiveness of programs, and provide basic material for administrative planning.

Staff services provided to the divisions in areas other than provision of summary statistics included the making of estimates of future caseload size, patient populations, and institution population movement; formulation and implementation of evaluative studies; and provision of consultation with respect to research design and research feasibility. Statistical recording and reporting methods were reviewed in two major areas to determine where revisions must be made to assure maximum return for the efforts invested by agency staff cooperating in the various statistical reporting projects. Plans were initiated to take advantage of the use of electronic data processing machines available through the State Department of Administration.

YOUTH CONSERVATION CAMPS

On September 1, 1961, new legislation became effective which authorized the establishment of the first youth conservation camps. This law gave the Department authority to establish and operate camps for boys, during the summer months, in cooperation with the Conservation Department.

The first camp site was located at White River in Bayfield



County. This site was owned by the Conservation Department and had suitable buildings available. A second site was selected at Statehouse Lake in Vilas County. Here the Department had to construct a road and build facilities. These camps accommodated about 100 boys each for two six-week sessions, or about 400 for the 1962 summer season.

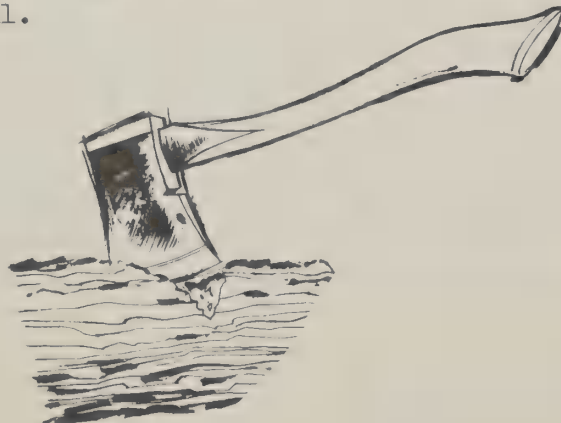
There are presently three youth camps in operation. One camp was built at Lake Nancy in Washburn County to replace the temporary camp at White River. The other camp was built at the confluence of the Chaffee and Mecan in Marquette County.

Each year about 800 letters are sent to schools throughout the state asking the principals to tell students about the youth camp program. Over 1,300 applications were received from youths in the 16-19 age group in 1964. Each county is allowed a quota of admissions according to population.

Following are typical examples of work done at one of the camps. Twenty boys under the forest and parks division built camp sites and a boat landing at Upper Gresham Lake in Vilas County. Twenty more under the game management division cut down trees and brush for deer browse in the Price County area. Twenty worked on fish management projects. Under forest management, 15 boys did cutting on state tree plantations, mostly in the Mercer area, to give young pines a better chance to grow. Another 13 boys under the forest protection division cut firelanes in the Rest Lake area. They also developed camp sites and built fireplaces for campers on islands in the Flambeau Flowage.

The camps also provide recreational facilities for the boys and educational programs on a variety of conservation projects. Movies are shown weekly, talks are given by conservation specialists, and the boys are taken on field trips.

At the end of each six-week period, the boys receive certificates and jackets attesting to their attendance at one of the camps. The first three years' experiment in operating youth conservation camps has been generally acclaimed as highly successful.



Children and Youth

People served, character of the need

An estimate of the number of children affected by the programs of the Division for Children and Youth would probably have to include the entire child population of Wisconsin. For some, the Department has legal custody or guardianship assigned by the courts. For others, various programs of preventive services attempt to head off serious trouble before it begins. For all, the Division, working with communities, counties and other agencies, strives to help them past the family and social stresses which distort their young lives and jeopardize their chances for a productive adulthood.

Services were rendered directly by the Division and by local agencies under its supervision to 16,140 children during the biennium.

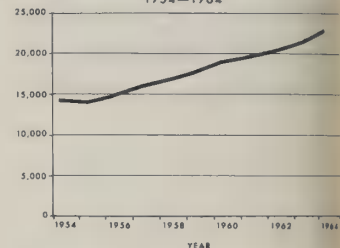
The "Wisconsin Plan for the Extension of Child Welfare Services to all Political Sub-divisions by 1975" has provided major program direction for the Division during the past biennium. This plan was developed in response to the 1962 federal public welfare amendments which required each state to submit a plan for improving its services to children, for coordinating these services with those of other agencies and for making such services available to all children in need by 1975. The Wisconsin Plan provides for the extension of 36 specific, already-established child welfare services, and adds four new ones. A general outline of the plan, "By the Time He's Twelve," is available on request.

A key problem in implementing the plan is the current shortage of skilled staff at all levels. This is being remedied by accelerated recruitment efforts and by the establishment of training programs for all who work with youth.

Foster care, in general, received a great deal of attention during the past biennium. A county foster care supervisor and a group homes supervisor were added to division staff.

The change in concept of administrative reviews from total agency to program reviews was applied in a study of county foster home care programs throughout the state during the biennium, (as well as in a review of services to unmarried parents). A public information program in Marshfield recruited foster homes for children with special needs. The emphasis on foster care grows out of the fact that 35 per cent of the children receiving direct casework in Wisconsin are in foster homes. There is a tendency, further, for youngsters in foster care for a year to remain in it.

CHILDREN RECEIVING CHILD WELFARE SERVICES
ARE INCREASING
1954-1964



A more desirable alternative to long term foster care is adoption. But here, too, problems were encountered.

A greater need for adoptive homes, especially for older and non-white children, was apparent during the biennium. (One child in five under state guardianship is Indian, but Indian youngsters comprise only one-twelfth of those adopted. The problem is even more acute for Negro children.) There is increased emphasis on helping couples into adoption, rather than screening them out. Institutes, workshops and meetings have been held for state, local, and voluntary agency personnel in this field to seek solutions to the growing problem. This close cooperation was in recognition of the need for all agencies throughout the state to work more closely together. As an example of the increased sharing of resources and services, an effort was begun during the biennium to establish uniform procedures in preparation for legal adoption, a step that should also help improve relationships between agencies and with courts and attorneys.

"Problem Youth" were the subject of much division activity. Though Milwaukee's long term Hard-to-Reach-Youth project faced a fund shortage, some progress was made. A committee was formed to plan for central services for multi-problem families and youth in Milwaukee. A two year study of factors affecting the 20 per cent drop-out rate at a Rhinelander High School was initiated.

A three year study of psycho-social factors contributing to the differences between Eau Claire children whose behavior was considered "approved" and "disapproved" was completed during the biennium.

Early in the biennium planning was begun for a protective services unit in Milwaukee county with the Division for Children and Youth participating. The division allocated part of its federal grant to enable the unit to go into operation in 1963.



Other work with youth included providing staff service for the Governor's Committee on Children and Youth, holding district and statewide youth conferences, and helping to establish youth centers in Ladysmith, Mondovi, and Rhinelander. Conferences and leadership training institutes were held for Indian and Negro youth.

Much of the division's functioning during the biennium involved working cooperatively with other organizations and agencies, and with communities.

During the first year of the biennium, in cooperation with

the State Board of Juvenile Court Judges, the division developed and put into operation a revised juvenile court reporting system. The primary improvement was an expansion of the type and number of referrals reported. This made possible a more concise report of the volume of work handled by the juvenile courts and the agencies that work with them.

Special cooperative studies were conducted in Brown and Dodge counties with the juvenile courts, local welfare departments, and the division. These studies established written guidelines for coordinating the work of juvenile officers, case workers, schools and the court in Dodge County, and for sharing of information and of criteria and intake process for detention of youth in Brown County.

Training conferences for juvenile law enforcement officers were also part of the division's activities during the early part of the biennium. However, by mutual agreement, most of these formal training programs have since been taken over by the University of Wisconsin Extension division.

More emphasis was given to greater cooperation between the division and the Wisconsin Chiefs of Police association and the Wisconsin Sheriff and Deputy Sheriffs association. A program was set up to promote statewide standards and prevention procedures for delinquency control, including the setting up of guidelines for future cooperative operations. A joint review of the Wisconsin juvenile law enforcement system was initiated with the cooperation of the Department's Bureau of Research to provide local law enforcement agencies with the data necessary for state and community programming in the juvenile delinquency field.

Following a successful pilot project in Wautoma in 1962, special day care projects were set up for children of migrant workers in Waushara and Door counties. The program is now operated by local people and organizations, with some help from the division. In Waushara county, the program was expanded to provide some group work for school age children.



Budget

The division's budget was \$5,449,477 for the first half of the biennium, of which \$1,030,836 went to the Wisconsin Child Center in Sparta. State funds totaled \$4,949,755, with \$499,722 in federal money providing the remainder.

Goals

Plans for the future include general emphasis on staff recruitment and development for the entire division to meet the

normal increase in need for services and the need for improved services as projected in the "1975 Plan." In-service training at every level of child welfare work throughout the state will be a major concern.

Special training sessions will be held for lay people in specialized areas of activity. Foster parents will be helped to work more effectively with disturbed children. Young people will be encouraged to participate more in community activities and to develop qualities of leadership. Communities will be encouraged to recognize their youth problems and seek means to meet them.

The professional will have stronger tools to work with, such as new or revised programs. Among these will be programs for the hard-to-reach child and the drop-out. A major goal for the next biennium is a central listing of adoptive and foster homes to be used as a resource exchange. Present juvenile law enforcement statistical collection procedures will be further reviewed and revised to provide rapid access to more meaningful information. A new county statistical reporting system will be created on a cooperative basis. It is hoped that a greater utilization of the internal "Peace Corps," based on the Harvard-Radcliffe program, will be possible. Another tool, whose potential isn't fully known at this time, is the Economic Opportunities Act of 1964, the so-called "War on Poverty."

Among the new positions that have been approved is that of a cost analyst. He will be hired by the voluntary agency services section to provide cost analysis procedures. Licensing policies and procedures for voluntary agencies will be compiled in a manual, and standards for child placement agencies will be revised to meet existing field conditions. The licensing section has been reorganized and will operate under an administrator who will be at section chief level.



Corrections

The Division of Corrections provides service to the individual and the community through a unified correctional program. The division operates correctional institutions, the probation and parole service, administers the inter-state compact, makes recommendations for pardons and commutation of sentence upon request of the governor, establishes standards for jails, detention homes, houses of corrections and penal camps, and administers the Sex Crimes Law.

In addition, important services are rendered to private agencies and interested individuals through the consultation and community service program.

The division operates eight major correctional institutions, the farm and forestry camps, and through its probation and parole services extends the treatment program into every part of the state. The institutions include the Wisconsin School for Girls at Oregon, the Wisconsin School for Boys at Wales and the Kettle Moraine Boys School at Plymouth, the Wisconsin Home for Women at Taycheedah, the Wisconsin State Reformatory at Green Bay, the Wisconsin State Prison at Waupun, and the Wisconsin Correctional Institution at Fox Lake. Administration and operation of farms and camps is centered in the Wisconsin Correctional Camp System.

Number of people served

In June 1964, the division was providing service to approximately 10,800 persons. Of this number, about 3,700 were in institutions and the remaining 7,100 were under field supervision, almost equally divided between probation and parole cases.

Both adult offenders and delinquent youth, aged 12 to 18, are served.

While population in the adult institutions has remained relatively constant, the number of juveniles committed to the Department has risen rapidly. In 1959 there were 602 first admissions of youths. In 1963, the number had risen to 1,057. It can be assumed that as this group matures, similar increases may be expected in admissions to the adult institutions. It is anticipated that by 1971 there will be a 57% increase in institution population. Extensive utilization of probation by the courts and parole by the Department has kept institution population at a minimum. Based on 1962 population, Wisconsin had 70 adults per 100,000 population in prison compared with a national average of 106.



PROGRAMS

Institution Service



The traditional function of an institution has been simply to confine. While this required little more than a secure structure, it did nothing to change habits or attitudes. The institutions have, therefore, developed a treatment program which, through individualization, can be directed to the end of returning to the community a person better able to meet its expectations. Although each institution has its own unique program, certain services are available in all. Educational facilities providing academic as well as vocational training form an essential segment balancing the clinical services section which affords psychiatric, psychological and clinical social work service for all institutions as well as the camp system. This service also provides diagnosis and treatment of the sex offender committed to the department under the terms of the Sex Crimes Law.



All institutions have utilized the group discussion method of treatment in the past, but during the biennium new program developments allow the individual in custody some contact with the community outside the institution. Off-grounds visits, as authorized by recent legislation, have been utilized enabling inmates to participate in religious, cultural, and recreational activities in nearby communities. Family visiting patterns have been altered as well in most institutions allowing a more confidential and dignified visit.

Although not traditionally described in the treatment program, vocational, industries, and the institutional maintenance programs play an important part in developing new skills and improving work habits. The coordination of all facets of the institutional resources affords the development of a highly individualized program tailored to fit the needs of each offender.

Probation and Parole Service

In addition to providing traditional casework services, probation and parole services have developed several experiments in the past two years about which there is considerable interest. In one area, the parents of newly committed boys meet in discussion groups to learn about and become involved in the treatment program. Elsewhere and with parent involvement, a group of boys under commitment to the division has been organized into a baseball team in a city league. In the process of formation is a drama group coached by a

University of Wisconsin Extension Division teacher with many years of experience in working with youth. In the Milwaukee area, juvenile males without extensive prior delinquency history are being returned to the community after a few days in the reception center at Wales. They are assigned to agents whose small caseloads permit intensive supervision. Specialized groups have also been formed for adult narcotic offenders, those with problems of alcoholism, and others.

During the past two years, the use of foster homes for delinquent youths has proven highly effective. The homes provide an accepting, warm, but controlled living arrangement while offering personal support, motivation and guidance.

This has been done at a considerable financial saving over the cost of maintaining the same persons in a juvenile institution. During the past two years licensed foster homes have increased 16 percent to provide facilities for 275 youths. It is projected that by 1966, 438 youths will be receiving foster home care.

The probation and parole agent as a consultant to law enforcement and community groups continues to build public acceptance of the division's program. The hiring of additional probation and parole agents during the past two years has brought the caseload-agent ratio closer to the desirable 40, and has served to reduce institution population. Anticipated increased use of probation rather than imprisonment will require continued staff additions in the future.

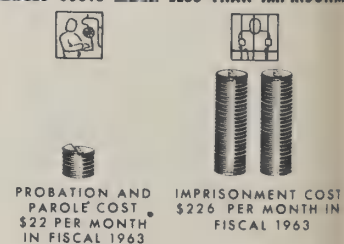
Costs

For 1962-64, the operating budget of the Division of Corrections was \$30,760,810, about 16 percent of the total budget of the Department. All funds are appropriated state tax money; there are no aids or funds from federal government sources. Considerable amounts are returned to the general fund from farm operations and from the correctional industry system. For example, gross revenues for the fiscal year 1962-63 are expected to be in excess of \$2,000,000. Net profits of over \$150,000 will be returned to the general fund.

Building program

In September 1962 the Wisconsin Correctional Institution, a medium security facility near Fox Lake, opened. It has a capacity of 600 men. With its selected population, it is possible to provide a treatment program which stresses individual responsibility. Housing facilities provide single sleeping rooms rather than the large cell halls found in more traditional prisons. The program consists of school, both

PAROLE COSTS MUCH LESS THAN IMPRISONMENT



academic and vocational, a farm operation, and a unit of the prison industries, the wood and tubular furniture operation.

In late 1962, the old Boys School at Waukesha was vacated and Kettle Moraine Boys School, a minimum security institution without fence or wall, was activated. Kettle Moraine Boys School, near Plymouth, provides facilities for 287 boys. Emphasis is on academic and vocational school.

In June 1962, the Juvenile Forestry Camp at Black River Falls was opened with a capacity of 50 boys. Attached to the Wisconsin Correctional Camp System, its population consists of upper age delinquent boys who do not require academic schooling. A work program emphasizes conservation of natural resources, with projects planned and directed by the Wisconsin Conservation Department.

The Wisconsin Correctional Camp System became operational in March 1962. With the exception of the Black River Camp and the Walworth Pre-Release Center, the forestry camps and farms of the Camp System were formerly satellites of adult correctional institutions. With centralized control, however, it is possible to plan a program for the inmate regardless of institutional assignment. Social service is provided by trained social workers with the assistance of probation and parole agents stationed in nearby communities.

The Walworth Pre-Release Center, located near Williams Bay, began operations in January 1963. Each month approximately 40 men from the prison, the correctional institution, and the reformatory, who have already been granted parole, arrive at the Pre-Release Center to undergo a 30-day course of instruction designed to prepare them for the routine problems of everyday living in the community. Business and professional people from the community lead discussions. Community participation is further encouraged by having groups visit the camp to hold meetings and social activities. Family visits are facilitated by assigning men to Walworth whose families reside nearby.

Goals for 1964-66

During this period some building will be necessary to meet anticipated population growth. Existing institutions will be enlarged and additional facilities will be considered. The long-planned-for adult diagnostic and sex crime treatment facility will receive early consideration.

Primarily, however, emphasis will be on development of existing facilities and on staff development for present employees. During the past few years, considerable research



has been conducted on all aspects of the correctional program, and the division is now ready to apply this acquired knowledge to better tailor its efforts. For example, a research tool called "Base Expectancies" tabulates various characteristics of the people with whom the division is working, relates these to past experiences, and gives some predictions of expected response to program. The division expects that it will thus be better able to deploy personnel to achieve the maximum treatment potential.

A second major emphasis of the division, somewhat related, is an intensified development and training program. This is particularly true of staff at the correctional institutions, where perhaps the major impact on the corrections client is made by the shop foreman or custodial officer in the housing unit. Limited experience has shown that these persons can be effectively utilized in programs planned to relieve the tensions of institutional living. Recognizing that professional treatment staff cannot be increased indefinitely to meet expanding population, the division will train selected custodial staff members who will free professional staff for intensive work with the more serious emotional problems.

In order to hold down increases in institution population, the probation and parole services must be expanded with fully qualified and trained staff who can continue to give individualized, treatment-oriented supervision while maintaining public protection at its current high level.



Mental Hygiene

People served, character of the need

Mental illness and mental retardation continue to be the nation's No. 1 health problem. In both it has been established that services must be available as quickly as possible and as close to home as possible. In both it has been found that high quality treatment, training and social stimulation result in significant improvement and the return of many patients to some type of community situation outside of an institution.

The Division of Mental Hygiene furnishes the direct services for which the Department has statutory responsibility, stimulates and develops other state, local, and private services, and carries out responsibility for implementing a statewide, coordinated mental health program utilizing all available resources.

The services provided focus on prevention, pre-admission services, institutional and out-patient care, and rehabilitative services within the home community.

At the close of the biennium 23,906 persons were receiving services from facilities partially or fully state-supported, related to the activities of the Division of Mental Hygiene.

State hospitals for the mentally ill	1,811
County mental hospitals	11,699
State colonies and training schools	3,711
Community mental health clinics	4,682
Other statewide clinics	819
Community day care clinics for the mentally handicapped	1,184
	<hr/>
	23,906

In addition 327 patients were on lists awaiting admission to the colonies.

Program direction

While the early emphasis in the treatment of mental illness was on the construction of state hospitals (Mendota, 1860; Winnebago, 1873), Wisconsin started early to build local institutions (about 1880). Today, with financing shared by the counties and the state, 35 counties have mental hospitals. In practice patients were referred first to the state hospitals for treatment. When long term hospitalization seemed necessary, patients were transferred to

county hospitals. Limited progress in techniques for treating the mentally ill resulted in a build-up in the population of county hospitals. In 1947 the statutes provided that the mentally "infirm," the senile, should be received by the county hospitals. This added further to the increasing population of these hospitals.

Two relatively recent developments are modifying the trend toward larger populations in the mental hospitals. Beginning about ten years ago new treatment techniques for the mentally ill began to shorten the period of hospitalization needed. Today about 80% of persons entering the state mental hospitals remain less than one year. Second, and in line with the program to provide mental hygiene facilities in the community, recently passed legislation relating to reimbursement provides the opportunity for counties to improve their diagnosis, treatment, and aftercare facilities for the mentally handicapped.



In addition to the public facilities there are five private mental hospitals and 23 general hospitals with psychiatric services in the state. These provide about 950 beds which are occupied an estimated 85% of the time by patients who remain in the hospital for only a few weeks each.

Another type of facility providing for the needs of the mentally ill persons in their home community are the community mental health clinics. These are public out-patient facilities which are staffed by personnel trained in the field of mental health. The clinics diagnose, formulate treatment plans, and carry out the plans or recommend the method by which treatment can best be obtained.

Mental retardation is another serious health and social problem. At the state level services are provided for 3,700 patients in three colonies and training schools. Another 2,200 mentally retarded patients are in county mental hospitals. The program does not end with residential treatment but, through cooperation with other public and private organizations, an effort is made to stimulate the development of community-based resources for the prevention, treatment, training and rehabilitation of the mentally retarded, the promotion of research, and the development of training programs for personnel to serve the mentally retarded. Day care programs are a part of the community's total treatment, training, and care continuum for the mentally handicapped. Forty such program units in 13 counties are presently providing daytime care for persons who do not require institutional placement.

Developments during the biennium

Early in the biennium, as different parts of the mental hygiene programs received increased attention, the need for improved organization became apparent. At that time the division reorganized its services into four sections: psychiatric hospital services, mental retardation services, community services, and administrative services. The change in organization permitted an improved base upon which planning and operation have progressed.

In July 1962, the Citizens' Advisory Committee on Community Mental Health Resources submitted the report of its two and one-half year study. Some of its recommendations have been put into practice, some have been enacted into law, and some will receive attention in future years. The Committee recommended changes in the financial reimbursement formula to counties for county mental hospitals and county public welfare departments, and these have become a part of the Wisconsin Statutes. The Committee also made numerous recommendations relating to integration or coordination of county mental health activities, care of mentally infirm persons, treatment and care of patients, use of general hospitals, precommitment examinations of patients, and training programs for personnel.



An evaluation center has been started at Central Colony and Training School to help determine the proper future plan for patients believed to be mentally retarded.

A plan for the study and treatment of alcoholism has also been undertaken.

Comprehensive Planning in Mental Health and Mental Retardation

The Comprehensive Mental Health and Mental Retardation Planning Program, to seek solutions for the major health issue of the day, is underway in Wisconsin. Three years ago, the Joint Commission on Mental Illness and Health, established by the United States Congress, reported to the nation. Action for Mental Health, a summary report of the findings, recommended a "national program that would approach adequacy in meeting the individual needs of the mentally ill people of America--to develop a plan of action that would satisfy us that we are doing the best we can." This report provides the framework for national effort on the mental health front. At about the same time, the President's Panel on Mental Retardation issued its report, National Action to Combat Mental Retardation, and this recommended "services to the mentally retarded where they are

and when they need it." After these reports and with the assistance of grants from the federal government, comprehensive planning committees were formed. Today hundreds of professional and lay citizens in Wisconsin interested in doing something about the problems of mental illness and mental retardation are working with state agencies, resource people from the Department, and the State Mental Health Advisory Committee.

Basic responsibility for committee planning is with the statewide Comprehensive Mental Health and Mental Retardation Planning Committee. Expressions of local needs are provided by local committees to district committees, and the recommendations of the district committees are in turn made to the statewide committee. The professional viewpoint is contributed to the planning effort through the two professional steering committees, one for mental health and one for mental retardation. In addition a State Agency Resource Committee representing both public and private statewide agencies contributes to the technical and administrative aspects of various planning issues.

The statewide committee is responsible for the integration of recommendations from the various sources and for the development of the final plan. "Continuity of care," "local mental health authority," "a fixed point of referral," "coordination of services," and "mental health centers" are some of the concepts being discussed within the comprehensive planning effort for mental health and mental retardation.

Costs

The cost of mental illness and mental retardation is difficult to measure. While dollars expended and the number of people receiving direct services can be tabulated, there is no accurate way to determine the effect on relatives, friends, and others, nor any available measure of lost productivity or the expenditures in general hospitals, veterans hospitals, and other institutions. The amount of direct expenditures in public programs gives some clue to the size of the problem.

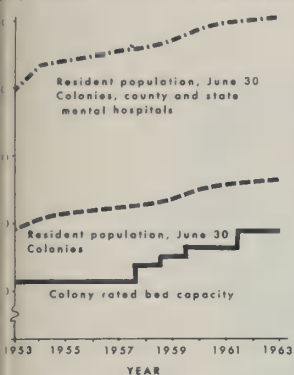
During the last year of the biennium, estimated expenditures in all public mental hygiene programs in Wisconsin were \$61,000,000. Of this amount about \$36,000,000 came from state funds, \$2,000,000 from federal funds, \$16,000,000 from local government funds and \$7,000,000 from private funds, private enterprise, community funds and patients' payments for service. During the next year, expenditures are expected to reach \$70,000,000. Contributing factors include increases in the general population, improved standards of care, inflation, and additional construction to accomodate increased



population and to replace outdated structures.

Building

MENTALLY RETARDED IN PUBLIC
INSTITUTIONS CONTINUE TO GROW



In September 1962 Northern Wisconsin Colony and Training School occupied its new education and rehabilitation building. A new infirmary building to house 512 patients is currently under construction. A new hospital building at Southern Colony was completed in June 1964. The newest of the colonies, Central Wisconsin Colony and Training School, occupied a new building in January 1963 which houses facilities for administration, research, and evaluation of outpatients. Four new buildings for 110 patients each are under construction, with two others being planned. The new Children's Treatment Center in Madison opened in March 1963 for the treatment of emotionally disturbed children who need inpatient care. It has a capacity of 30 children. An infirmary for 200 patients was opened at Winnebago State Hospital in March 1964. It replaced outdated facilities built in 1873.

Other buildings now in the process of planning include a patient building of 200 beds at Winnebago State Hospital to replace outmoded facilities, an infirmary building of 160 beds and an administration building at Mendota State Hospital to replace outmoded facilities, and the enlargement of the present hospital at Northern Colony and Training School to a 50-bed unit.

The future

Mental health trends point toward research to discover new and improved methods of treatment and to the release of patients from hospitals as early as is beneficial to the patient. Continued improvement in community service of various kinds is expected to result in more patients being treated in their homes and in their home communities, and in more participation by local people.

While the general population of the state has been rising the number of patients in hospitals has remained constant. Although admissions to hospitals are increasing, more individuals are now receiving care due to the accelerated treatment programs and the shortened length of stay than in previous years.

The directions of future program development, evolving from both national and other states' activities, are in general consistent with program directions already established in Wisconsin. These developments have created optimism that, along with more effective treatment techniques, the more

complete development of local resources and facilities will make it possible for many mental health and mental retardation services to be provided locally. The presence of sufficient high quality services in the community will make it possible in the future for the state to keep from expanding direct patient care services except in areas of special need.



Public Assistance AND RELATED SERVICES

The 1962-64 biennium was a period of unprecedented activity for the Division of Public Assistance. The impact of federal legislation amending the Social Security Aids accelerated our state welfare program of services designed to cut down the social and financial costs of dependency. This resulted in major changes in staff services which the division provides to county public welfare departments in the administration of these aid programs. It required the reassignment of staff in order to bring about state and county compliance with federal requirements and to achieve the objectives for which additional federal reimbursement became available.

At the end of the biennium 91,154 persons were receiving public assistance benefits or student loans from the department or from county public welfare agencies under the department's supervision. In addition to these, another 25,023 persons were receiving general relief through local agencies.

Old-age assistance	28,746
Aid to the blind	804
Aid to the disabled	5,790
Aid to dependent children	43,167
Aid to dependent children in foster homes	3,621
Relief to needy Indians	742
Menominee bond program relief	940
Cuban relief	13
Student loans	4,760
Services to the blind	736 *
Food stamp program	1,835 **
	<hr/> 91,154

*Includes an undetermined number of persons also receiving aid to the blind.

**Includes 870 persons receiving other public assistance.

Total expenditures for the above listed programs, excluding student loans which amounted to \$2,586,686 and services to the blind, amounted to \$179,196,830, of which the state share was \$48,648,810, the federal share \$72,877,925, and the local share of \$57,670,095.

PROGRAMS

The four Social Security Aid programs, old-age assistance, aid to dependent children, blind aid, and aid to totally and permanently disabled persons, are state-wide programs

for which there is federal financial participation. They are administered by the county public welfare departments in the 72 counties. The Division of Public Assistance supervises county administration under a formal plan approved by the federal Department of Health, Education and Welfare.

The Wisconsin program provides services beyond financial assistance, and include community planning for rehabilitation and prevention of dependency, social services to assist the individual to understand and cope with his problems, to enable him to secure needed services, and to help him become a more independent contributing member of society.

Old-Age Assistance

The old-age assistance caseload has been decreasing ever since 1950, largely because of increased coverage and liberalization in the insurance provision of the federal Social Security Act. However, in recent years the rate of decline has been slowed by the increased medical needs of a growing aged population. In 1962-1963, and 1963-1964, respective decreases of 1,384 recipients and 1,293 were recorded.

The trend in the average monthly grant has been exactly opposite, due to the constantly rising cost of all health care items and a continual rise in the ratio of cases needing extensive health care, i.e., extended nursing home care.

<u>Fiscal Year</u>	<u>Average Monthly Grant</u>	<u>Average Monthly Money Payments</u>	<u>Average Monthly Medical Payment</u>
1962-1963	\$ 98.01	\$ 35.11	\$ 62.90
1963-1964	105.17	33.50	71.67

As shown, the average grant per month has been increasing and all indications point to a continuation of this trend.

Aid to Dependent Children

The caseload trend in this program has been generally upward since 1956 as a result of the increased child population and such socially disorganizing factors as parental divorce, desertion, separation, incarceration, incapacitation, and illegitimacy, all of which lead to child dependency. The number of recipients increased 5.7 per cent in 1962-1963 and 2.6 per cent in 1963-1964.

It is estimated that by 1967 the population of the state

will include approximately 1,638,000 children under 18 years of age. It is anticipated that 35,500 of these will be receiving aid, a rate of 21.7 children per thousand. In December 1963 a total of 41 states already had a higher child recipient rate than this, with the national average of 42 children per thousand. The further development of preventive and rehabilitative services, the operation of various training and retraining programs, and other measures to reduce poverty are intended to reduce the caseload still further in the future.

The average assistance grant per person rose by \$1.05 in 1962-1963 and 1963-1964. Rising costs for rent and utilities, school expenses, medical care, and foster home care are primarily responsible for this increase.

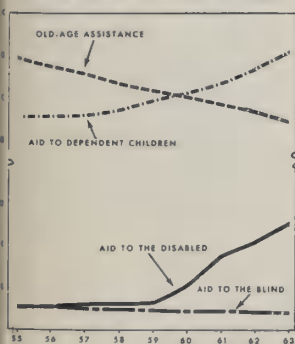
Aid to Totally and Permanently Disabled Persons

Due to legislative liberalization of the program which became effective in September 1959, the program caseload has been growing steadily. Part of the growth is attributable to the transfer of mentally handicapped persons from state institutions to situations outside of an institutional setting. The growth trend is expected to continue as the population increases and as the mentally handicapped are transferred from institutions to the program.

The average monthly caseload increased by 736 recipients in 1962-1963, and 530 in 1963-1964.

The average grant per case in 1962-1963 rose to \$106.56, and in 1963-1964 to \$110.99. Presumably at this point the lowering effect of adding less disabled persons to the caseload was overcome by the rising level of medical costs. However, since about 11.7 per cent of the recipients are at least 65 years old, it is anticipated that a significant portion of the hospital expenses of those eligible will be paid under the Health Assistance Payments Act.

PUBLIC ASSISTANCE RECIPIENT TRENDS



Aid to the Blind

The aid to the blind caseload like the old-age assistance load has been declining for many years largely because of rehabilitative services and improved employment opportunities available to the blind, and the insurance provisions of the federal Social Security Act. In 1962-1963 the average monthly load declined by 28 recipients and in 1963-1964 by 45 recipients. This trend is expected to continue.

The average monthly grant has been rising continually, with an average annual increase over the past five years of \$3.69.

This increase, as in aid to the disabled and old-age assistance, may be attributed to rising medical costs. However, a very significant proportion of the blind aid caseload is 65 years of age or older. In late 1962 this proportion was 48.5 per cent; thus almost half of the cases are eligible for coverage under the Health Assistance Payments Act.

Because aid under the Health Assistance Payments Act can legally be received concurrently with aid to the blind, it is probable that a significant portion of recipients' medical bills, particularly hospital bills, will be paid under the Health Assistance Payments Act.

Fact Finding Study

The federal Senate Appropriations Committee requested the Department of Health, Education, and Welfare to review eligibility in the aid to dependent children program in the 50 states and the District of Columbia. The objectives of the review were: 1) To determine the eligibility of recipients to aid to dependent children under state laws and policies, and federal Social Security Act. 2) To initiate in all states a systematic review of eligibility determinations to assure their validity and to identify and correct any erroneous practices which were found. 3) To learn to what extent there are serious social problems in families found ineligible which call for continuing services from the public welfare agency, such as, home conditions detrimental to the well-being of the children, and the extent to which these families are actually in financial need, even though ineligible for statutory and regulatory reasons.

Field work for this study started in January 1963, and continued through April. Four hundred forty-five cases were intensively studied in 64 of the 72 counties. Home visits were required, and reviewers saw every child in each of the families during the field work. The results of the survey revealed that in 12 of the 445 families the total family was found ineligible at the time of review. However, in two of these cases no payment had been made after ineligibility occurred. When these two cases are excluded from the number of cases found ineligible, the percentage of ineligibility was 2.3 per cent of the total families studied. In an additional six families, or 1.3 per cent of the total, one or more children were found to be ineligible. Although any ineligibility is to be deplored, its existence in Wisconsin was viewed as minimal considering the complexities in determining eligibility and need, high caseloads, and the changing character of family situations.

The 1962 Amendments in Wisconsin

The Social Security Act Amendments of 1962 provided a helpful framework for strengthening state services by the establishment of desirable social purposes, defining the services to be provided, establishing requirements to insure the quality of services being given and by providing financial incentives to reduce the costs to the state and counties of providing such services.

State staff provides administrative supervision, staff development training activities, and consultation in specialized services, such as medical care and homemaker services, to county welfare departments. In Wisconsin, administrative supervision is provided through ten district directors located in the ten districts throughout the state. Staff development specialists are also assigned one to each district. The division has specialist consultants for the aged, for homemaker services, and for medical care services to assist county welfare departments in these areas.

The federal Social Security Act amendments include financial incentives to assist states to adequately staff in order to achieve social service objectives. A 75% matching of administrative costs is available for certain services defined by the Secretary of Health, Education, and Welfare. A 50% matching is given for other administrative costs in public assistance. The 75% rate is given under conditions which assure reasonable quality and quantity of services. The state is required to establish a continuing quality control study to provide an evaluation of services as well as eligibility.

Control of Quality of Services in Public Assistance

In 1952 an administrative review unit was created in the Division of Public Assistance. In conducting these reviews, county welfare agencies' case records were read and their administrative practices, policies, and procedures were reviewed to determine the effectiveness of the local program in meeting the needs of recipients. The method produced valid results on which to take corrective action.

However, in November 1963, the state review procedure was abandoned when all states were required by the Department of Health, Education, and Welfare to have in operation a system officially known as Quality Control of Case Actions. This required a quality control review of county department actions by state public assistance agencies on the basis of state prescribed methods for determining and substantiating eligibility. The quality of county services is evaluated

through caseload analysis, home visits to clients, and other investigations by state staff on a sample of county cases. It also requires review of the county departments' social study to determine the need for social services.

Staff Development

The division staff development program, in operation for many years, includes consultants who work with county welfare agencies in the orientation of new workers and in providing staff development opportunities for experienced workers, work with the University of Wisconsin in establishing extension courses for workers on the job, and a stipend program to enable workers to enroll in a graduate course of social work. The Social Security Act Amendments created an immediate need for additional staff development consultation to counties. By reassignment of staff functions, the division was able to establish a staff development consultant in each of the districts in the state. These ten consultants work under the direction of a staff development supervisor who coordinates activity throughout the state and arranges for training materials and aids. Additional University Extension Centers throughout the state enable county caseworkers to complete a substantial portion of graduate courses of study in or near their own communities. The division's program for staff training has been greatly strengthened through increased federal reimbursement from 50% to 75% and increased state and federal emphasis on the development of more skilled caseworkers to accomplish rehabilitative objectives.

Homemaker Services

"Homemaker Services" is a program for providing help to families where casework and financial assistance alone cannot meet some of the practical problems which arise. It strives to preserve and strengthen family life. Homemakers are recruited, trained, supervised, and paid by an agency to furnish home-help service to families with children, aged or disabled persons. In situations where poor home management exists, the services of a homemaker may be used to teach improved methods in homemaking. In many instances such care in the home is more constructive and economical than foster home or institutional care.

The division was granted a position of homemaker services consultant in the previous biennium, and in 1962 an amendment to the Wisconsin merit rule was adopted by the State Board of Public Welfare to enable county welfare departments to establish the homemaker position.

A homemaker services pilot project was initiated in September,



1962, in the Winnebago County Welfare Department with assistance by a staff member from the division. The amendments of the federal Social Security Act gave great impetus to our state program by expanding homemaker services to both the child and adult assistance categories, and by making 75% matching funds available. County interest in homemaker programs expanded rapidly in this biennium. Six counties, Winnebago, LaCrosse, Fond du Lac, Sheboygan, Milwaukee, and Dane all established homemaker service programs. Four more counties are presently seriously considering establishing this service. Three additional counties are known to have appropriations for homemaker services and ten others have expressed specific interest in establishing this service.

Student Loan Program

The Student Loan Program became a \$10,000,000 program with the enactment of Chap. 574, Laws of 1963, effective June 13, 1964. The State Investment Board invests sums, not to exceed this amount, for the purpose of making additional loans to needy students.

During the fiscal years 1962-1963 and 1963-1964, notes sold to the Investment Board increased to \$1,984,306 and \$2,527,699. Loan receipts increased to \$236,827 and \$518,339, and loans granted increased to \$2,008,646 and \$2,586,686. These amounts covered 4,045 loans in 1962-1963, and 4,760 loans in 1963-1964. It is expected that loans will increase during the next year by reason of increased enrollments, lack of summer employment opportunities, and the increasing cost of a college education.

The following table is a comparison of the disbursements for the past five years. The total disbursements, the number of persons being assisted, and the average grant have increased each year.

<u>Year</u>	<u>No. of Loans Granted</u>	<u>Amounts</u>	<u>Average</u>
1959-60	585	\$ 204,388.75	\$ 349.00
1960-61	1,171	426,030.50	364.00
1961-62	2,252	998,673.00	443.00
1962-63	4,045	2,008,646.50	496.00
1963-64*	4,760	2,586,686.00	543.00

*This does not include the 1964 Summer Session.

Services to the Blind

Throughout the biennium, industrial automation exerted a strong influence on the nature and scope of the agency's

services. A decade ago industry accepted two out of three blind rehabilitants; today the figure is one in three. This development also has a direct bearing on the planning for the future.

Normal program levels were maintained by the field services. These services include diagnosis and evaluation, counseling and guidance, personal and social adjustment, instruction in Braille, typing, crafts and travel, physical restoration, training, and job placement. Continuing efforts are in process to compensate for shrinking industrial placement by expanding or developing new avenues of employment for the blind.

The business enterprises program experienced dramatic growth of its vending stand activity. Most contributory was the opening of enterprises in the three new state office buildings in Madison, Milwaukee and Eau Claire. The most significant trend is the development of contracted machine-vending services. Total revenue to stand operators from this source increased from under \$750 in October 1963 to nearly \$5,000 in the last month of the biennium. The business enterprises program provides employment for blind persons to help take up the slack created by industrial automation.

The Workshop for the Blind also experienced its most productive biennium in terms of volume sales, man days of employment and total wages paid to the blind. Average number of blind employes per day now exceeds 75, more than optimum for space available.

The state has purchased a new facility for the workshop in Milwaukee, with occupancy anticipated in the spring of 1965. This new facility will permit a sharp increase in the production of cocoa mats, as well as badly needed expansion of the machine shop and project activities.

NEW PROGRAMS

Pilot Food Stamp Program

The federal Pilot Food Stamp Program was initiated in 1961 to determine its effectiveness in replacing the direct distribution of such commodities. It was extended to Wisconsin when Douglas County was designated as one of 18 additional communities in the nation approved by the United States Department of Agriculture to participate in this program. The Division of Public Assistance was designated by the governor as the state agency to operate the program. The program began in Douglas County in November 1962. Subsequently Iron County was approved for participation. This program



encourages the domestic consumption of agricultural commodities by increasing their utilization among low income groups. Eligible persons who may purchase food stamps are limited by federal regulations and state plan. Eligibility is established and food stamps are issued by the Douglas and Iron county welfare departments.

Welfare Program for Owners of Menominee Enterprises, Inc., Securities

This special welfare program for holders of securities issued by Menominee Enterprises, Inc., became effective in January 1964, and included an appropriation of one million dollars. It provides that a needy family or individual who, but for the ownership of Menominee securities, would qualify for relief, public assistance, or other welfare aid, can obtain financial assistance through assigning their securities as collateral for a loan relating to a welfare need. The intent of the program was to provide an alternative to needy owners of securities to get welfare help instead of selling securities for whatever price was offered. The law provided that relief or public assistance grants, or loans, amounting to the par value of the assigned securities may be granted to owners of such securities.

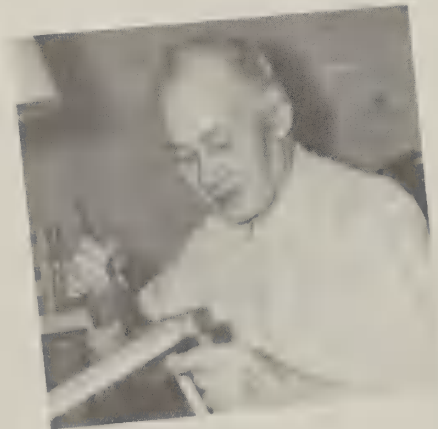
Staff members were stationed in Menominee County to take applications for either relief or welfare loans. Provisions were also made for owners of these securities living in Wisconsin but outside Menominee County. By July 1964, a period of less than six months, \$505,256.00 of the one million dollar appropriation had been granted for relief or for loans for welfare purposes. Where income was less than the budgeted amount of standard allowances, relief eligibility was determined. Loans on securities were made to enable those with limited income to pay medical and hospital bills, grocery bills, clothing bills, to finance home improvement, and to pay for other essential welfare needs.

Health Assistance Payments Program

The Health Assistance Payments Act was established under the medical assistance for the aged program passed by Congress in October 1960, the Kerr-Mills Act. This program in Wisconsin became effective in July 1964. The program will meet the needs of low income aged persons who are not recipients of old-age assistance but who are unable to cope with the health care services. The Division of Public Assistance is the agency responsible for the administration of this program, but under contract payments to vendors are administered by the Continental Casualty Company of Chicago. The program is financed entirely from state and federal



funds, both for administrative costs and health care benefit payments. County departments of public welfare are responsible for determining the eligibility of applicants. All applications are made to the county welfare department in the county where the applicant resides.



Statistics and Financial Data

Table 1

Persons receiving services from the State Department of
Public Welfare or from local agencies under its
supervision as of June 30; 1962 and 1964

Operating division	June 30		Change
	1962	1964	
<u>TOTAL</u>	<u>121,899</u>	<u>123,188</u>	<u>1,289</u>
In public institutions	24,256	24,916	660
Not in public institutions	97,643	98,272	629
Children and Youth	13,995	16,140	2,145
Corrections	9,964	10,797	833
Mental Hygiene	20,554	19,723	-831
Public Assistance	80,886	82,128	1,242

Note: Totals have been adjusted for the approximately 3,500 children in 1962 and 5,600 children in 1964 who were receiving both child welfare services and public assistance.

Table 2

Expenditures of the State Department of Public Welfare
bienniums 1960-62 and 1962-64

Division or unit	1960-62	1962-64	Change
<u>TOTAL</u>	<u>\$194,896,727</u>	<u>\$225,005,774</u>	<u>\$30,109,047</u>
State funds	127,905,832	150,314,788	22,408,956
Federal funds	66,990,895	74,690,986	7,700,091
Executive	1,091,226	1,146,533	55,307
Business Management	1,538,257	1,828,708	290,451
Children and Youth	7,741,533	9,091,823	1,350,290
Corrections	19,658,489	24,572,526	4,914,037
Mental Hygiene	55,021,520	64,492,786	9,471,266
Public Assistance	109,845,702	123,873,398	14,027,696

Table 3

Persons employed by the State Department of Public Welfare
on June 30, 1962 and June 30, 1964
by division or unit

Division or unit	June 30, 1962	June 30, 1964	Change
<u>TOTAL</u>	<u>5,302</u>	<u>6,180</u>	<u>878</u>
<u>Executive</u>	<u>79</u>	<u>87</u>	<u>8</u>
Staff	14	17	3
Research	26	31	5
Collection and Deportation	34	36	2
Youth Conservation Camps	5	3	-2
<u>Business Management</u>	<u>156</u>	<u>150</u>	<u>-6</u>
Staff	42	45	3
Field offices	83	90	7
Other	31	15	-16
<u>Children and Youth</u>	<u>248</u>	<u>285</u>	<u>37</u>
Staff	174	196	22
Child Center	74	89	15
<u>Corrections</u>	<u>1,461</u>	<u>1,770</u>	<u>309</u>
Staff	268	324	56
State Prison	406	376	-30
Wisconsin Correctional Institution	9	149	140
State Reformatory	239	268	29
Home for Women	94	103	9
School for Boys-Wales	160	174	14
Kettle Moraine Boys School	156	161 ^a	5
School for Girls	116	128	12
Correctional Camp System	13	87 ^b	74
<u>Mental Hygiene</u>	<u>3,228</u>	<u>3,748</u>	<u>520</u>
Staff	30	50	20
Mendota State Hospital	573	632	59
Winnebago State Hospital	624	685	61
Central State Hospital	160	197	37
Diagnostic Center	93	110	17
Northern Colony	592	654	62
Northern Annex	112	116	4
Southern Colony	668	696	28
Central Colony	376	547	171
Children's Treatment Center	-	61 ^c	61
<u>Public Assistance</u>	<u>130</u>	<u>140</u>	<u>10</u>
Staff	84	88	4
Services to the Blind	46	52	6

^aThe Kettle Moraine Boys School opened in August 1962, replacing the School for Boys-Waukesha.

^bThe Correctional Camp System (for male adults) was initiated in March 1962. Staff of the Black River Camp (for male juveniles) was included in this count.

^cThe Children's Treatment Center opened in March 1963.

Table 4
Children receiving casework services
Division for Children and Youth
as of June 30; 1961-64

Living arrangement	June 30			
	1961	1962	1963	1964
<u>TOTAL</u>	<u>2,769</u>	<u>2,784</u>	<u>2,723</u>	<u>2,735</u>
In Wisconsin Child Center	67	73	76	74
Not in Wisconsin Child Center	2,702	2,711	2,647	2,661

Note: Data relate to children whose legal custody or guardianship was transferred to the Department; therefore, they omit approximately 80 children receiving casework services whose guardianship or custody had not been transferred.

Table 5
Living arrangements of children receiving primary casework services
from child welfare agencies, March 31, 1964

Living arrangement	Total	Division for Children and Youth	County agencies	Licensed voluntary agencies
<u>TOTAL</u>	<u>22,077</u>	<u>2,382</u>	<u>15,655</u>	<u>4,040</u>
Home of parents	11,074	85	10,083	906
Home of relatives	1,069	86	865	118
Adoptive home	1,555	409	252	894
Free home	102	6	81	15
Boarding home	6,108	1,568	3,651	889
Work or wage home	131	6	77	48
Child welfare institution	1,331	102 ^a	276 ^b	953
Elsewhere	707	120	370	217

^a73 in Wisconsin Child Center; 29 in other child welfare institutions.

^b191 in Milwaukee County Children's Home; 85 in voluntary institutions for which counties provide casework services.

Note: Of the children reported in this table, 748 were also receiving supplementary casework services from other Wisconsin children's agencies (68 from the Division for Children and Youth, 611 from county welfare agencies, and 69 from licensed voluntary children's agencies).

Table 6

Expenditures of the Division for Children and Youth
from state and federal funds
bienniums 1960-62 and 1962-64

Source and use of funds	1960-62	1962-64	Change
<u>TOTAL</u>	<u>\$7,741,533</u>	<u>\$9,091,823</u>	<u>\$1,350,290</u>
<u>State funds</u>	<u>7,038,722</u>	<u>7,884,661</u>	<u>845,939</u>
Administration and field services	2,150,724	2,290,696	139,972
Foster care payments	4,325,528	4,835,225	509,697
Wisconsin Child Center	562,470	758,740	196,270
<u>Federal child welfare funds</u>	<u>702,811</u>	<u>1,207,162</u>	<u>504,351</u>

Table 7

Average daily population under supervision
of Division of Corrections
fiscal years 1960-61 to 1963-64

Institution or service	1960-61	1961-62	1962-63	1963-64
<u>TOTAL</u>	<u>9,079</u>	<u>9,680</u>	<u>10,282</u>	<u>10,640</u>
<u>Institution supervision</u>	<u>3,488</u>	<u>3,675</u>	<u>3,684</u>	<u>3,665</u>
Adult	2,804	2,965	2,926	2,867
State Prison	(1,641)	(1,686)	(1,380)	(1,184)
State Reformatory	(1,007)	(1,079)	(948)	(850)
Correctional Camp System	(-)	(31) ^a	(280) ^b	(376)
Correctional Institution	(-)	(-)	(152)	(293)
Home for Women	(156)	(169)	(166)	(164)
Juvenile	684	710	758	798
School for Boys - Wales	(216)	(270)	(296)	(301)
Kettle Moraine Boys School	(294)	(263)	(236) ^c	(265)
Black River Camp	(-)	(1) ^d	(45)	(43)
School for Girls	(174)	(176)	(181)	(189)
<u>Field Supervision</u>	<u>5,591</u>	<u>6,005</u>	<u>6,598</u>	<u>6,975</u>
Probation	2,969	3,140	3,381	3,557
Parole	2,622	2,865	3,217	3,418

^aThe Correctional Camp System (for male adults) was initiated March 5, 1962.

^bThe Wisconsin Correctional Institution (for male adults) was opened September 9, 1962.

^cThe School for Boys-Waukesha was closed August 1962, and the boys were transferred to the new Kettle Moraine Boys School at Plymouth.

^dThe Black River Camp (for male juveniles) was opened June 7, 1962.

Table 8
Expenditures of the Division of Corrections
bienniums 1960-62 and 1962-64

Source and use of funds	1960-62	1962-64	Change
<u>TOTAL</u>	<u>\$19,658,489</u>	<u>\$24,572,526</u>	<u>\$4,914,037</u>
<u>State funds</u>	<u>19,658,489</u>	<u>24,572,021</u>	<u>4,913,532</u>
Administration and field services	3,360,526	4,153,893	793,367
<u>State institutions</u>	<u>16,297,963</u>	<u>20,418,128</u>	<u>4,120,165</u>
State Prison	5,396,403	5,395,154	-1,249
Wisconsin Correctional Institution	20,367	1,709,333 ^a	1,688,966
State Reformatory	3,821,559	4,137,497	315,938
Home for Women	1,370,419	1,465,051	94,632
Correctional Camp System	30,492	1,071,839 ^c	1,041,347
Kettle Moraine Boys School	1,991,396	2,279,142 ^b	287,746
School for Boys-Wales	2,086,997	2,528,182	441,185
School for Girls	1,580,330	1,831,930	251,600
<u>Federal funds</u>	-	<u>505</u>	<u>505</u>

^a Wisconsin Correctional Institution opened September 1962.

^b Kettle Moraine Boys School opened in August 1962, replacing the School for Boys-Waukesha.

^c Correctional Camp System started with a transfer of six camps from State Prison, one camp from State Reformatory, and Black River Camp.

Table 9

Financial statement of Prison, Reformatory and Correctional industries
biennium 1962-64

Industry	Gross revenue	Expenditures	Net revenue
<u>TOTAL</u>	<u>\$4,738,184^a</u>	<u>\$4,582,158</u>	<u>\$156,026</u>
<u>Prison industries</u>	<u>4,423,099</u>	<u>4,061,632</u>	<u>361,467</u>
Metal	2,049,393	1,759,842	289,551
Laundry	632,992	596,290	36,702
Printing and binding	151,544	134,044	17,500
Paint	307,766	233,549	74,217
Shoe	80,080	65,391	14,689
Cannery	260,698	249,811	10,887
Clothing	404,171	413,164	-8,993
Central generating	611,455	609,541	1,914
Transfer to Correctional Institutional industries	-75,000	-	-75,000
<u>Reformatory industries</u>	<u>227,810</u>	<u>256,145</u>	<u>-28,335</u>
Auto	116,795 ^b	135,516	-18,721
Clothing	120,165 ^b	120,613	-448
Granite	-9,150 ^b	16	-9,166
<u>Correctional Institutional industries</u>	<u>87,275</u>	<u>264,381</u>	<u>-177,106</u>
Furniture	12,275	264,381	-252,106
Transfer from Prison industries	75,000	-	75,000

^aIncludes \$199,369 which was reverted to the state's general fund.

^bTransfer of funds from granite industry to auto industry.

Table 10

Average daily populations
 Wisconsin state and county mental institutions
 fiscal years 1960-61 to 1963-64

Institution	1960-61	1961-62	1962-63	1963-64
<u>TOTAL</u>	<u>18,688</u>	<u>18,492</u>	<u>17,772</u>	<u>17,485</u>
<u>State institutions</u>	<u>5,969</u>	<u>6,033</u>	<u>5,856</u>	<u>5,715</u>
Hospitals	2,329	2,326	2,113	1,951
Mendota	(934)	(938)	(921)	(869)
Winnebago	(1,017)	(1,023)	(812)	(705)
Central	(343)	(329)	(347)	(332)
Diagnostic Center	(35)	(36)	(30)	(29)
Children's Treatment Center	(a)	(a)	(3)	(16)
Colonies	3,640	3,707	3,743	3,764
Northern	(1,855)	(1,826)	(1,775)	(1,756)
Southern	(1,535)	(1,523)	(1,521)	(1,499)
Central	(250)	(358)	(447)	(509)
<u>County institutions</u>	<u>12,719</u>	<u>12,459</u>	<u>11,916</u>	<u>11,770</u>
Milwaukee	3,682	3,458	2,912	2,893
Other	9,037	9,001	9,004	8,877

^aThe Children's Treatment Center opened in March 1963.

Table 11
Expenditures of the Division of Mental Hygiene
from State and Federal funds
bienniums 1960-62 and 1962-64

Source and use of funds	1960-62	1962-64	Change
<u>TOTAL</u>	<u>\$55,021,520</u>	<u>\$64,492,786</u>	<u>\$9,471,266</u>
State funds	54,795,153	64,116,897	9,321,744
Administration and field services	357,393	817,948	460,555
State institutions	34,824,155	40,708,453	5,884,298
Mendota State Hospital	6,632,214	7,582,260	950,046
Winnebago State Hospital	7,038,337	7,739,939	701,602
Central State Hospital	2,176,791	2,439,953	263,162
Diagnostic Center	1,213,593	1,276,672	63,079
Children's Treatment Center	585	472,058 ^a	471,473
Northern Colony	6,542,567	7,288,564	745,997
Northern Annex	1,285,063	1,384,593	99,530
Southern Colony	7,168,598	7,955,277	786,679
Central Colony	2,766,407	4,569,137	1,802,730
State aid to county mental hospitals	18,849,085	21,339,203	2,490,118
Community mental health clinics	764,520	1,108,054	343,534
Day care centers	-	143,239 ^b	143,239
<u>Federal Mental Health Act funds</u>	<u>226,367</u>	<u>375,889</u>	<u>149,522</u>

^aChildren's Treatment Center opened in March 1963.
^bState aid to day care center programs began on November 1, 1962.

Table 12

Expenditures from state and federal funds for public assistance,
biennium 1962-64, by program

Program	Total	Source of Funds	
		Federal	State
<u>TOTAL</u>	<u>\$123,350,793</u>	<u>\$72,883,785</u>	<u>\$50,467,008</u>
<u>Administration and field services</u>	<u>1,824,581^a</u>	<u>5,861^a</u>	<u>1,818,720^a</u>
<u>Aids to localities</u>	<u>121,526,212</u>	<u>72,877,924</u>	<u>48,648,288</u>
Old-Age Assistance	61,616,701	39,664,435	21,952,266
Aid to Dependent Children	37,604,621	20,669,811	16,934,810
Aid to the Blind	1,467,354	937,488	529,866
Aid to the Disabled	9,759,381	5,962,510	3,796,871
Social Security Aids Grants	123,315	-	123,315
General relief	848,908	35,866 ^b	813,042
County administration	9,600,676	5,607,814	3,992,862 ^c
Menominee Enterprise Bond Program	505,256	-	505,256

^aExcludes costs of Services to the Blind (see table 14) and includes \$3,671 for Health Assistance Payments. Federal funds for social security aid administration are returned to the state general fund, amount reported is for OASDI disability determination.

^bIncludes \$15,866 for Cuban relief and \$20,000 for Indian relief.

^cIncludes reimbursement for child welfare and juvenile court services.

Table 13

Average number of public assistance recipients
and average monthly expenditures
years ending June 30; 1963 and 1964

Program	1962-63		1963-64	
	Average number of recipients	Average monthly expenditures	Average number of recipients	Average monthly expenditures
<u>TOTAL</u>	<u>108,632^a</u>	<u>\$6,518,293</u>	<u>108,708^a</u>	<u>\$6,819,751</u>
Old-age Assistance	30,431	2,991,081	29,138	3,071,695
Aid to Dependent Children	44,402	1,927,082	45,565	2,024,835
Aid to the Blind	853	80,757	808	79,460
Aid to the Disabled	4,994	534,254	5,524	615,293
General relief	28,268	985,119	27,996	1,028,468

^aDuplication resulting from persons who received general relief to supplement another type of public assistance has been eliminated on a partially estimated basis.

Table 14

Expenditures for Services to the Blind
from state and federal funds
bienniums 1960-62 and 1962-64

Source and use of funds	1960-62	1962-64	Change
<u>TOTAL</u>	<u>\$1,465,435</u>	<u>\$1,692,983</u>	<u>\$ 227,548</u>
<u>State funds</u>	<u>1,291,817</u>	<u>1,512,677</u>	<u>220,860</u>
Administration	171,452	171,825	373
Field services	93,900	83,218	- 10,682
Vocational rehabilitation	145,188	87,256	- 57,932
Workshop, vending stands, and homework	881,277	1,170,378	289,101
<u>Federal funds for vocational rehabilitation</u>	<u>173,618</u>	<u>180,306</u>	<u>6,688</u>

Table 15

Persons receiving services to the blind
during June; 1962 and 1964

Type of service	June 1962	June 1964	Change
<u>TOTAL</u>	<u>717</u>	<u>736</u>	<u>19</u>
Rehabilitation	192	204	12
Social services	525	532	7

Table 16

Selected characteristics related to Wisconsin mental health clinics
biennium 1962-64

Characteristic	1962-63	1963-64
<u>Number of clinics, June 30</u>	<u>21</u>	<u>21</u>
State aided	19	21
Not state aided	2	-
<u>Patients under care, June 30</u>	<u>4,139</u>	<u>4,682</u>
Under 18 years of age	2,019	2,237
18 years of age and over	2,120	2,445
<u>Admissions, year ending June 30</u>	<u>6,726</u>	<u>8,110</u>
New admissions	5,146	6,120
Readmissions	1,580	1,990
<u>Patients under care, year ending June 30</u>	<u>9,392</u>	<u>10,953</u>
Under 18 years of age	4,411	4,947
18 years of age and over	4,981	6,006
Staff-interviews per year per patient under care	8.0	7.2
Total clinic costs, year ending June 30	\$1,485,607	\$1,632,228
Clinic cost per patient under care during year	\$158.18	\$149.02
Clinic cost per staff-interview	\$19.78	\$20.71

Table 17

Selected activities of the Bureau of Collection and Deportation
bienniums 1960-62 and 1962-64

Activity	1960-62	1962-64	Change
Collection of charges for institutional care			
Amount collected	\$8,464,849	\$10,044,920	\$1,580,071
Number of collections	103,261	114,305	11,044
Deportation authorizations for mental patients			
To be sent to other states	77	113	+36
To be received from other states	110	121	+11
Sterilizations authorized for mental defectives	14	8	-6

Table 18

Paroles processed by Wisconsin parole boards
bienniums 1960-62 and 1962-64

Type of parole	1960-62	1962-64	Change
<u>All parole activity</u>			
Applications considered	9,797	11,888	2,091
Granted	5,004	6,649	1,645
<u>Institutions for adults</u>			
Applications considered	6,702	7,385	683
Granted	2,728	3,237	509
<u>Institutions for juveniles</u>			
Applications considered	2,607	3,990	1,383
Granted	2,085	3,198	1,113
<u>Sex deviate program</u>			
Applications considered	488	513	25
Granted	191	214	23

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STATE DEPARTMENT OF PUBLIC WELFARE

Madison, Wisconsin



The State of Wisconsin

STATE DEPARTMENT OF PUBLIC WELFARE

MADISON 53702

IN REPLY PLEASE REFER TO

The Honorable Warren P. Knowles
Governor of Wisconsin
State Capitol
Madison, Wisconsin

Sir:

Public welfare in Wisconsin during the past two years has made significant strides toward the goal of providing care for those who are incapable of caring for themselves and of preventing and alleviating dependency to the maximum degree possible. During the biennium more thousands of persons have been helped to achieve independence and to remain in their home communities functioning at the maximum of their potential than ever before. Active, dynamic programs are accomplishing the task of rehabilitation, even as other forces are producing dependency through family breakdown, delinquency, mental illness, and aging.

This report details the activity of the department in the areas of need which are assigned to it by statute.

As these statutes are the recorded consensus of the people, so is this department the agent of the people, responsive to need and vigilant in its efforts to maintain programs and a level of service which are consistent with the wishes of the people.

At the same time, the department recognizes its responsibility for providing leadership and innovation in the frequently technical and constantly changing social welfare field.

This record of achievement, like any other by a public service, must be viewed as the product of composite influences -- the people, their elected representatives, statutory agencies, and public employes -- all sharing the same high goals and deep sense of social responsibility. Wisconsin's record of excellence in the social welfare field is one in which every citizen of the state can find reason for pride.

Your own active role and sympathetic consideration of the welfare needs and services of the state are recognized and appreciated alike by the State Board of Public Welfare, the staff of the department, and by me.

Respectfully,

A handwritten signature in cursive script, reading "Wilbur J. Schmidt".

Wilbur J. Schmidt, Director
STATE DEPARTMENT OF PUBLIC WELFARE



STATE DEPARTMENT OF PUBLIC WELFARE

NUMBER OF PERSONS SERVED

JUNE 30, 1966

136,638



Adults 72,991



Children 63,647



IN PUBLIC
INSTITUTIONS

21,421



OUTSIDE PUBLIC
INSTITUTIONS

115,217

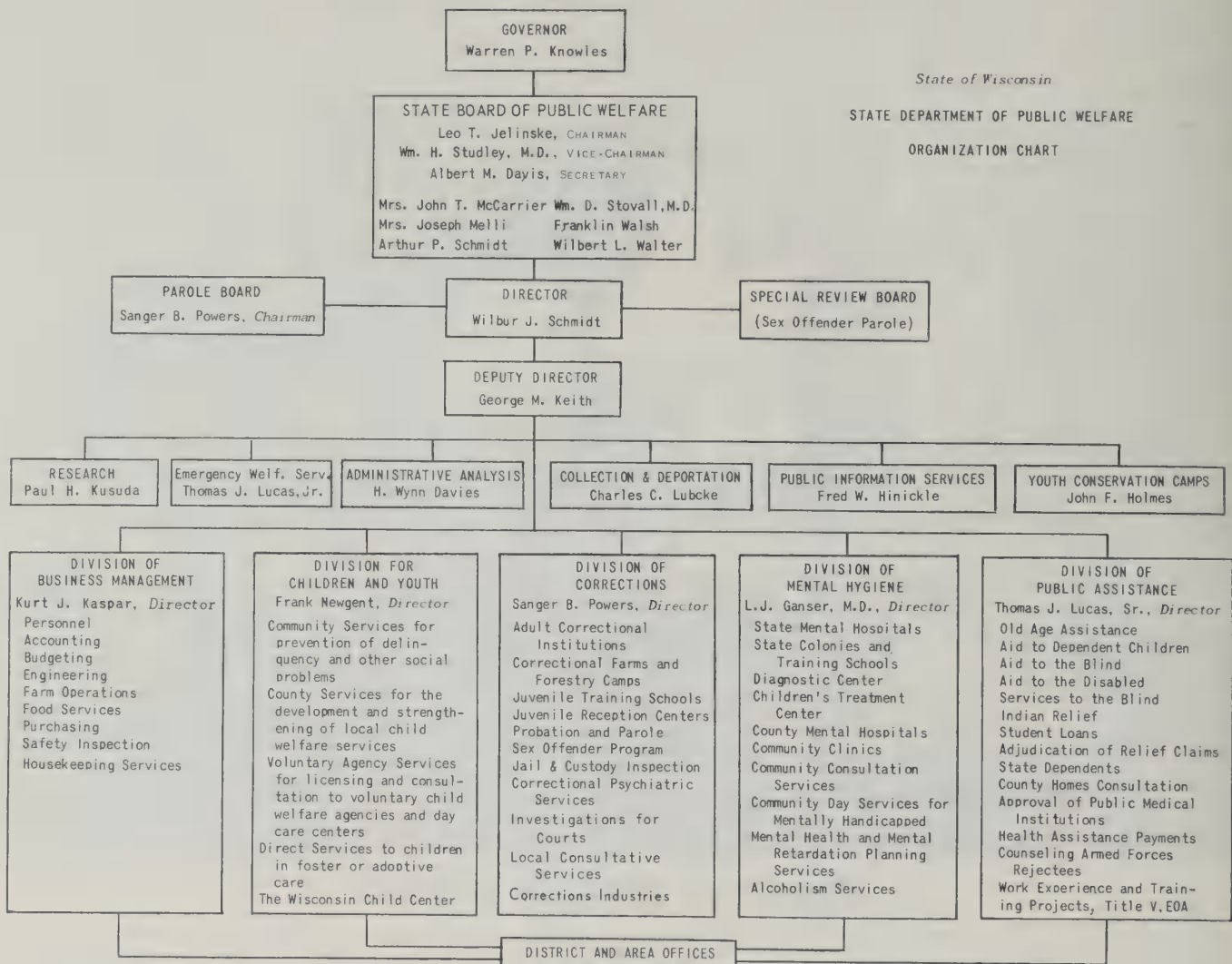
EXPENDITURE

1964-66

\$282,597,212

State 68%

Federal 32%



CORRECTIONAL INSTITUTIONS

John C. Burke, Warden - - - - - Wisconsin State Prison
Michel A. Skaff, Warden - - - - - Wisconsin State Reformatory
John R. Gagnon, Warden - - - - - Wisconsin Correctional Institution
Lewis L. McCauley, Supt. - - - - - Wisconsin Home for Women
Roland C. Hershman, Supt. - - - - - Wisconsin School for Boys-Wales
Marvin R. McMahon, Supt. - - - - - Kettle Moraine Boys School
Rex Duter, Supt. - - - - - Wisconsin School for Girls
James W. Mathews, Warden - - - - - Correctional Camp System

MENTAL HYGIENE INSTITUTIONS

Walter J. Urben, M.D., Supt. - - - - - Mendota State Hospital
Darold A. Treffert, M.D., Supt. - - - - - Winnebago State Hospital
Edward F. Schubert, M.D., Supt. - - - - - Central State Hospital
Robert E. O'Connor, M.D., Supt. - - - - - Wisconsin Diagnostic Center
Martin B. Fliegel, M.D., Supt. - - - - - Children's Treatment Center
Harvey A. Stevens, Supt. - - - - - Central Colony and Training School
A. C. Nelson, Supt. - - - - - Northern Colony and Training School
John M. Garstecki, Supt. - - - - - Southern Colony and Training School

CHILD WELFARE INSTITUTIONS

Arthur L. Gerg, Supt. - - - - - Wisconsin Child Center



State Board of Public Welfare

The State Board of Public Welfare is the vital link between the citizens of the state and the administrators and professional personnel who operate its public welfare services.

The board consists of nine citizen members appointed to six year terms by the Governor with the consent of the Senate. Each of four members is required to have a recognized and demonstrated interest in and knowledge of one of the four program areas of the department, mental hygiene, children and youth, public assistance, or corrections.

The powers and the duties of the board are regulatory, advisory, policy-making, and appointive. Meetings are customarily held twice-monthly during the biennium, alternately between the department's institutions and its central offices in Madison. The range of board activities over a two year period is too broad to permit detailed listing. The following will serve to illustrate its scope:

Regulatory - In an effort to promote better standards of care and more efficient administration, the board adopted changes in the rules which establish minimum standards for county homes, infirmaries, general hospitals, and public medical institutions.

The board began consideration of the county merit system leading to a revision of the salary levels and other regulations governing civil service in county welfare departments.

Special standards were adopted for county mental hospitals qualifying under an intensive treatment program.

Advisory - A key function of the board is to consider proposed legislation from the standpoint of department programs and in terms of its effect on the state's total welfare needs. Board consensus reflects responsible, considered judgment and is highly regarded by the legislature and the executive office. Of 53 welfare bills on which action was completed in the last session of the legislature, board position was supported in 42.

In addition the board exercises its advisory function through sponsorship of departmental studies in areas of critical interest.

Policy-making - The board approved department participation in various titles of the Economic Opportunity Act. This action culminated in the department's involvement in Title V Work Training Projects and in the provision of staff services for the Neighborhood Youth Corps disaster project.

The far-reaching impact of board policy is inherent in board approval of the department's biennial budget.

Periodic institution visitations guarantee that this vital part of the department's program continues to reflect the best interests of the citizens of the state. During the biennium the board selected a site for a new juvenile correctional institution and approved the participation of state mental hygiene institutions in the development of comprehensive community mental health center programs through providing appropriate elements of services.

Appointive - As need arises the board is empowered to appoint committees for the purpose of studying various designated areas of concern. During the past biennium the board appointed a Comprehensive Mental Health and Mental Retardation Committee which ultimately involved 1500 citizens in a statewide study of services, needs, and future direction in the mental hygiene field. The board received a report of a study and subsequently appointed a 39-man State Program Development Committee to implement the recommendations of the study.

A Citizens' Alcoholism Advisory Committee was appointed, as was a citizens' advisory committee for a statewide study of services to children.

As an ex-officio member of the board and the department's chief administrative officer, the director of the department bears responsibility for two-way interpretation of program and policy and for implementing board decisions within the structure and budget of the state's second largest agency. He is, along with the deputy director, the department's representative in activities which involve other agencies of state government, its delegate to various federal-level functions, and frequently the spokesman for public welfare in Wisconsin.

During the past biennium the director served as chairman and the deputy director as a member of the Governor's Task Force on the 1965 Amendments to the Social Security Act which produced recommendations leading to major improvements in the state's medical assistance and welfare program.

EXECUTIVE SERVICES

Administrative Analysis and Budget Preparation

The Administrative Analysis Section provides assistance to the department director and to the divisions in the areas of budget preparation, organization and management studies, paperwork management, and systems and management analysis training.

Budget responsibilities include coordinating the preparation of the department's biennial budget, analyzing budget requests submitted by institutions, divisions and bureaus of the department, writing the department's budget request documents, developing budgeting standards, and providing staff assistance throughout the budget request cycle. Recently, emphasis has been placed on better identification of goals and reporting programs to measure effectiveness in reaching goals.

Organization and management studies are directed at improvements in the administrative process or toward solutions of specific operating problems. Systems analysis work has been directed toward conversions of manually operated systems to electronic data processing and improvements in procedures and in simplification of work. Examples of the services provided by the section during the past two years have been the development of housekeeping standards for the mental hospitals designed to determine the amount of time and resulting staff necessary to maintain proper cleanliness levels; studies of the food service departments at Northern Colony, Wisconsin State Reformatory, and the Children's Treatment Center; work on the development of ward staffing standards for the colonies to determine the number and types of personnel to provide acceptable levels of care; study of personnel office procedures; organizational studies of the department's district office system; and other similar projects. Project IMPACT (Improved Management Planning and Control Techniques), aimed at improving the management techniques employed by the department, is currently studying the business management functions (accounting, fiscal, and personnel processes). Outside management consulting firms have been contacted to assist in the preparation of a conceptual design for this management information system.

The section further provides management analysis and budget training to the department's management trainees, institutional systems analysts, and others, and participates in the quarterly sessions of the Continuation Center for Supervisory Development.

Emergency Welfare Services

The primary aims of the emergency welfare program are to keep people alive and functioning during and after a national civil defense emergency or a natural disaster. Emergency services will be most effective if integrated into the existing public welfare structure and programs.

Efforts during the biennium were directed toward planning and developing programs of emergency preparedness by state and county welfare agencies during the biennium:

1. Twelve base radio stations were added to the State Public Welfare Radio Network. The department is now able to provide radio communications between 17 of its institutions.

2. An inventory of all Emergency Welfare Services' equipment and supplies was made and placed on data punch cards.
3. 1500 watt emergency generators were installed at seven district offices and the State Office Building at Madison.
4. Limited Mission Emergency Operating Centers were located at each of the departmental institutions having radio and teletype communications capability. Shelter supplies were inventoried and all assigned radiological kits were tested, repaired, and had batteries replaced.
5. Medical Self-Help training courses were coordinated at Mendota State Hospital and Winnebago State Hospital. Nine employees were trained and qualified to teach Junior, Standard, and Advanced First Aid Courses.
6. A new radio operating and policy manual, and a revised teletype manual were published. More than 180 radio operators were trained at 14 institutions and three or more teletype operators were trained or received refresher training at each of 30 teletype installations.
7. Emergency Welfare Services provided staff and directed the Neighborhood Youth Corp Major Disaster Project. The project provided immediate assistance to communities in flood and tornado areas during 1965. Unemployed youth, students, and others whose families had been impoverished by the disasters received more than \$1,600,000.00 for their work efforts.

Collections, Interstate Transfers

The Bureau of Collection and Deportation is the central collection agency of the department for the recovery from individuals of the cost of care and treatment of patients at the 43 state and county mental institutions (exclusive of Milwaukee County) and University Hospitals. Total amounts recovered continued to rise. In the 1964-66 biennium, \$12,160,000 was collected in 129,000 transactions as compared with \$10,045,000 collected in 114,000 transactions in the 1962-64 biennium.

In connection with its collection functions, the bureau prorates recoveries for care between the state and counties of legal settlement. The bureau also calculates state aid to county mental hospitals, state charges to counties for care of patients in state institutions and boarding homes, and intercounty charges for care of patients in county mental hospitals.

The enforcement of support orders entered by juvenile courts throughout the state and the collection of delinquent student loan accounts are also handled by the bureau.

The Collection and Deportation Counsel renders legal services to the department, effects interstate transfers of mental patients, and presides over hearings and renders decisions in appeals to the department to review legal settlement determinations.

Public Information Services

Public information services in Wisconsin are purposefully restricted to those which support the program activities of the department.

Interpretation of these activities to the legislature, the tax-paying public, and the numerous volunteer individuals and groups is a statutory responsibility of the department and a vital necessity to the successful performance of its many, diverse functions.

During the past biennium the public information office, in addition to providing administrative assistance to the director's office, answered 650 direct inquiries for information, issued over 50 press releases, provided 40 interpretive reports, and wrote or delivered 25 speeches. All mass media, newspaper, radio, television, and displays were used to some degree. Over 14 publications were issued in addition to 8 quarterly reports and the department's biennial report. Consultation to members of the department and institution staffs was provided to assist them in achieving greater effectiveness in public interpretation.

As programs grow in size and complexity the efforts to maintain a strong link between the public and its welfare program will have to utilize present techniques more fully and to develop new ones for accomplishing productive communication.

Research and Statistics

The Bureau of Research provided statistical and administrative research services to all divisions of the department. It helped division staff undertake administrative research projects and to use and interpret data. It published a number of statistical reports analyzing trends and providing basic material to be used in administrative planning. Beginnings in evaluating effectiveness of existing programs were also made.

Increasing advantage was taken of technological advances made in electronic data processing equipment and procedures. To make optimal use of such advances, steps were initiated to combine statistical reporting with administrative recording needs in one program area. Bureau of Research staff helped program administrators make estimates of future caseloads, patient populations, and institution population movements. Staff attention was also turned to workload management plans, not only relating to the operating division but also to the Bureau of Research itself. For the first time in the history of the Bureau of Research a time study was made of its professional staff members. Results provided a descriptive picture of staff activities which heretofore was not available.

The Bureau of Research continues to operate a technical and special library used by the department and local agencies under its general supervision. Consultative and supervisory services to students in graduate schools of the University of Wisconsin were increased during the biennium.

Youth Conservation Camps

On September 1, 1961, legislation became effective which authorized the establishment of the first youth conservation camps. This law gave the department authority to establish and operate camps for boys, during the summer months, in cooperation with the Conservation Department.

The first camp site was located at White River in Bayfield County. This site was owned by the Conservation Department and had suitable buildings available. A second site was selected at Statehouse Lake in Vilas County. Here the department had to construct a road and build facilities.

There are presently three youth camps in operation: (1) Statehouse Lake Camp in Vilas County, (2) Lake Nancy Camp, in Washburn County, which replaced the temporary camp at White River, and (3) Mekan River Camp which was built at the confluence of the Chaffee and Mekan in Marquette County.

Each year about 800 letters are sent to schools throughout the state asking the principals to tell students about the youth camp program. Youths in the 16-19 age group apply for the program through their schools. Each county is allowed a quota of admissions according to population.

Following are typical examples of work done at one of the camps. Two of the projects for the game management division were repair of goose enclosures and brushing for dikes in the Powell Marsh Wildlife Area. Fish cribs were constructed for fish management division and placed in medium depth waters around the shore of Birch Lake in Vilas County. The Copper Falls crew repaired steps, cleared a lookout point, cleaned out a spring, brushed hiking trails, and cleared land for a parking lot at Potato Falls County Park for the forest management division. Major activities in the forest protection division consisted of fire lane cuts and telephone line brushing.

The camps provide recreational facilities for the boys and educational programs on a variety of conservation projects. Movies are shown weekly, talks are given by conservation specialists, and the boys are taken on field trips.

At the end of each six-week period, the boys receive certificates and jackets attesting to their attendance at one of the camps. Plaques have been donated to each camp by the Wisconsin Bow Hunters Association. The name of the youth chosen as the best conservationist at each session is engraved on the camp plaque. Individual plaques suitably engraved are also awarded to each winner.



DIVISION OF BUSINESS MANAGEMENT

The administration of services which are common to all branches of the state's welfare program and those which do not fall within the definition of any of the four program divisions of the department is handled centrally through the Executive and Business Management units of the department.

ACCOUNTING AND DATA PROCESSING

Fast moving developments in the field of electronics and data processing have required a continuous reappraisal of existing accounting and fiscal operations with a view toward modernizing manuals and out-dated machine operations. Electronic systems will simplify work and add efficiency and economy of operations. The Governor's Committee On Improved Expenditure Management completed a study of the department's accounting and fiscal operations and submitted a report of findings and recommendations. Implementation of these recommendations was begun during the biennium and will have substantial impact upon the organization, operation, and staffing of accounting functions throughout the department.

The expansion of federally financed programs in research training, demonstration, community action, public instruction, vocational rehabilitation, work experience, and special education has increased the accounting work load and necessitated the addition of staff. Because these programs must comply with both state and federal requirements, the accounting aspects are becoming unusually complex. Developments at the federal level require more detailed cost analyses and accounting and the detailed breakdown of overhead costs to be charged against each project or program. Emphasis during the biennium has been on the development of accounting procedures and methods which will disclose costs by program as well as by function.

INSTITUTION MANAGEMENT SERVICES

The accelerated growth in the number and size of new and existing facilities has added significantly to the work load in the evaluation of equipment needs and in processing purchase orders and equipment lists.

The Purchasing Section continues to make further gains in its standards program in spite of significant work load increases caused by new construction and new facilities. Great emphasis has been placed on uniform storekeeping procedures in the institutions in the past two years, while drugs and construction material have joined the long list of standard commodities in the purchasing program. Surplus property movements continue at a high level with the University of Wisconsin cooperating as a prime donor of hospital and dormitory furniture while our institutions have been well cleared of disposable and obsolete materials through our annual surplus property auction at Waupun Central Warehouse. Under study now in conjunction with "Project Impact" are means of streamlining budget control, group purchasing, and inventory control.

In food service, the most significant development was the standardization of meal patterns for dietary and budget control purposes. Emphasis was also placed upon the development of structured training programs for food service personnel.

Engineering services provided through the Division of Business Management were intensified to meet the needs of accelerated construction programs. This acceleration necessitated the razing of old structures, remodeling others, and the designing and planning of intermediate projects. Many minor projects were completed by the division's central craftsman crew, permitting much of the work to be carried on without re-locating patients and inmates.

In the management of the institution farms, increased efficiency was evidenced by a greater yield per acre and per animal unit. The purchase of farm grown feeds has been reduced, and the production of beef and pork has been accelerated through the use of high energy rations and the construction of better buildings, silos, farrowing houses, and finishing pens. The number of inmates available for farm operations has continued to decline during the biennium, necessitating the greater use of larger, more modern farm machinery for the timely accomplishment of field work.

In the area of housekeeping services, the division has developed standards and industrial engineering techniques such as work simplification, time standards, and quality controls for the purpose of increasing efficiency in the utilization of staff and preservation of facilities. As an economy measure, inmate labor was substituted for salaried workers at the Southern Colony laundry. Displaced salaried employees were absorbed in other areas of the institution and in new jobs created to staff new buildings.

The program of fire and safety inspections and the establishment and maintenance of safety standards has been advanced by the division during the biennium. This program encompasses all county hospitals and homes as well as state institutions. Requests for consultation services from these institutions has continued to exceed the ability of the one available staff member to handle.

A large portion of the time of this person was devoted to the training of institution staff members in appropriate safety measures. Standards are being maintained through inspections and recommendation to the responsible officials.

PERSONNEL SERVICES

Program expansion necessitated an increase from 7,035 budget positions in 1964-65 to 7,500 in 1965-66. To fill these additional positions, recruitment efforts were accelerated through the employment of a recruiting officer, through the development of local recruitment programs coordinating all efforts through district office personnel, through the establishment of a graduate nurse recruitment program, and through closer liaison with schools and colleges and other sources of supply. The shortage of skilled workers in specialized professional fields became more acute during the biennium. This has necessitated acceleration of in-service training programs, pre-service stipend programs, and the development of new programs for the training of semi-skilled workers. The shortage of personnel due to the expanding economy also necessitated substantial increases in salaries. Efforts were directed during the biennium to the development of health and safety services for employees comparable to those provided employees in private industry. Attention was paid particularly to measures designed to reduce injury rates throughout the service.

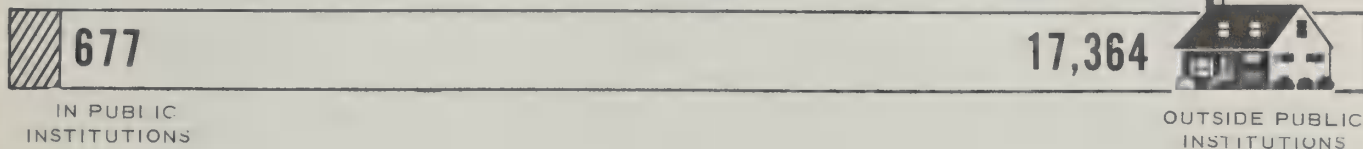
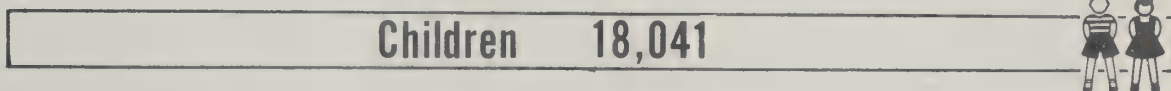
DIVISION FOR CHILDREN AND YOUTH



NUMBER OF PERSONS SERVED

JUNE 30, 1966

18,041



EXPENDITURE 1964 - 66

\$10,691,423

State 84%

Federal 16%

All the children of Wisconsin are the concern of the Division for Children and Youth. It finds temporary or permanent homes for those needing them, supervises other agencies which provide temporary or long term care, gives consultation to public and private agencies, and informs agencies, governmental units, and the general public of developments, activities, and trends in child welfare. Its goal is to help the youth of Wisconsin grow up into stable, productive citizens.

DIRECT SERVICES

Nearly 3000 children are in legal custody or guardianship of the division. An in-depth self-study of the division's foster care services led to improved training for foster parents to help them provide higher quality care, or specialized care, such as is needed in treatment and group foster homes. Staff training sought to improve services to children, their parents, and foster parents. There is also greater emphasis on placing all children available for adoption, with more effort devoted to the "hard-to-place" child with mental or physical handicaps, the racially mixed child, and the older child. Couples are now being helped into adoption rather than being screened out.

To increase the number of potential adoptive homes, graduate level students in social work were hired during the summer to study homes, freeing regular staff to seek homes for other children who have been waiting.

As part of the plan for upgrading services, formal orientation of new workers has been highly successful, providing the trainees with valuable information on the realities of the job. University of Wisconsin Extension Division courses have been provided foster parents in six districts during the biennium.

The State Board of Public Welfare decided, near the end of the biennium, to close the Northern Colony Annex at the Child Center by March 1, 1967. The Annex was intended to absorb the overflow of severely retarded children from Northern Colony. However, at the beginning of the biennium the population began to decline and its character changed: the children originally sent there were now approaching adolescence. New facilities at Northern and Central Colonies will permit transfer of the children so maximum quality of service may be provided for them.

A most significant area of growth in services is the coordination between services provided by divisional district offices to the children's parents and the Child Center's treatment program for the children. Also, with more intensive treatment available, and with staff's skills growing, the average length of stay of children has been reduced from nearly five years in 1961 to a little less than two years in 1966.

In the future, state custody cases will have more special problems requiring more skilled casework services and specialized resources. The rate at which these specialized cases will come to the state will probably increase. Increasing requests for service have been experienced by the division's psychologists. Referrals by county departments to the psychological services unit increased until they constituted 50% of the 554 referrals received in 1965.

As a result of these changes an increased number of specialized resources (treatment, special, and group foster homes) will be needed. An agency-owned group home program will have to be developed. Higher payments will have to be made for care, and foster and adoptive home resource exchanges must be developed. Adoptions must be accelerated, including those of the "hard-to-place." The number of children seen for psychological consultation should be increased to meet program needs. Recruitment and retention of staff will have to improve. Staff development will have to be stepped-up, and supervisory staff will have to be strengthened by improving the selection process and by training.

COUNTY SERVICES

The county services section, which provides consultation to and some supervision of county agencies, focussed on protective services during the biennium. Legislation was passed and reporting procedures were established providing for the protection of the abused child. Milwaukee county child welfare activities and the Milwaukee County Children's Court Center were studied. A statewide study of social services provided to juvenile courts was inaugurated. A program was devised to implement recommendations stemming from a statewide study of foster care at the county level conducted during the preceding biennium.

Reappraisal of foster home payments has been urged. The need for specialized training for foster parents has also been advanced, with counties invited to enroll some of their foster parents in courses provided the division's foster parents. A small number of county group and receiving homes has been established on a demonstration basis. The county manual section on group and receiving homes has been completely revised and augmented.

A study of services provided to juvenile courts, and of public reactions to the services currently rendered by the local county agency was begun near the end of the biennium.

At the request of the Milwaukee County Board of Supervisors the division made a comprehensive study of the county's Children's Court Center and has been actively involved in helping implement the resulting recommendations.

Existing child abuse legislation was strengthened to include nurses, social workers, and school administrators, and to make mandatory the reporting of suspected cases of child abuse. It provided for a method of reporting suspected cases, and exempted those who obey its provisions from criminal liability.

Successful implementation of the child abuse law in the years ahead will require the development of a central registry and reporting system. Manual material must be developed on preventive casework services. Social services to juvenile courts will need strengthening. A new intake system for county child welfare programs must be developed and introduced. Detention facilities for children must be improved and a basic child welfare orientation and training program must be provided for county child welfare workers.

VOLUNTARY AGENCY SERVICES

The Voluntary Agency Services section, formerly the Licensing Unit, was raised to section status in the spring of 1965. Since then its major program

focus has been two pronged: communication with voluntary and public agencies, and interpreting day care as a needed child welfare service.

The number of day care centers has doubled in the past two years to 265, and will double again within the next biennium. All are filled to capacity, serving 10,000 children, and all have waiting lists. The State Day Care Advisory Committee, appointed at the beginning of the biennium, will soon be submitting recommendations to the State Board of Public Welfare. The section has cooperated with the University of Wisconsin Extension Division to provide in-service training to the people now providing day care services.

Day care programs for the children of migrant workers have been continued. This summer the programs supervised directly by the section served 230 migrant and local children in Door and Waushara counties.

The Head Start program has given added impetus to the demand for day care. A potential of up to two children for each of the 62,000 working mothers in Wisconsin could be in day care. Many private businesses offer day care services to patrons, and these must be licensed. There are also many day care centers in private homes that are unlicensed. However, this need for section activity collides with the fact that a year ago the work load warranted eight day care supervisors. The present staff is limited to four.

COMMUNITY SERVICES

The Community Services section helps communities develop and coordinate programs for children, develops an informed public, and provides coordination between agencies for community planning.

Typical workshops, institutes, and seminars held during the biennium were an institute for supervisors of group work agencies in the Racine-Kenosha area; a juvenile law enforcement institute in Waupaca county; a seminar on "Children and Problems" in Columbia county; and institutes on the clergyman's use of social welfare services in LaCrosse.

A major sectional project studied the needs of children in Fond du Lac county. It was done at the request of the Fond du Lac county board and with the aid and cooperation of county services section and the State Board of Health. A citizen's study committee on juvenile detention in Outagamie county has been given consultation since December 1964. A program by the Wausau YWCA to "reach out" to girls with unrealized abilities was given extensive consultation.

School social work has been promoted in local communities and on a statewide basis. However, a new law which provides for state aids to local school districts in hiring school social workers and psychologists has turned the bulk of this program over to the Department of Public Instruction. The division's activity will now be primarily to interpret and encourage the development of social services in schools and to coordinate them with other services in the county.

More than 1000 high school youths attended the Tenth State Youth Conference in LaCrosse in 1966. Division personnel gave extensive consultation and advice to the Wisconsin Youth Committee, the sponsoring organization.

Other sectional activities during the biennium included Winnebago and Oneida Indian student conferences, which drew together Indians who have achieved scholastic or vocational success, and youth and their parents. Many communities received consultation on how to start a youth center or how to provide adequate recreational facilities. An outstanding example of the latter was Florence county where a "bootstrap" operation provided recreation programs for every interested youth in the county in 1965.

During the past biennium four major projects were initiated by the law enforcement consultants: A workshop training program, county-wide law enforcement studies, development of police procedures for working with children in rural areas, and a pamphlet series entitled, "Law Enforcement and Youth." County-wide studies were conducted at the request of the local sheriff, and with the approval of the Wisconsin Sheriffs and Deputy Sheriffs Association, in Sauk, Richland, Crawford, and Chippewa counties.

PLANNING AND DEVELOPMENT

One of the tasks assigned to the planning and development section during the biennium was the re-stating of the policies and procedures of the section. Another was the creation of an evaluation system that could be applied to all divisional employees.

The evaluation program is now a reality. It provides uniformity as well as a detailed appraisal of all employees, regardless of their classifications. Work has begun on a career development program and a broad scale orientation program for all employees. In an effort to increase the supply of professional social workers the stipend program has grown steadily. Projections of future needs at the county and state levels indicate an enormous need for the "trained" worker in the years to come.

The administrative studies unit completed a major self-study of the division's foster care program during the biennium, as well as numerous other administrative reviews and program studies at the state, district, and county levels.

During the past two years planning has received increased emphasis both by the division and the U. S. Children's Bureau, and evaluative research has become a necessity.



DIVISION OF CORRECTIONS



NUMBER OF PERSONS SERVED

JUNE 30, 1966

11,158



Adults 7,797

Children 3,361



IN PUBLIC
INSTITUTIONS

3,762

7,396



OUTSIDE PUBLIC
INSTITUTIONS

EXPENDITURE

1964-66

\$29,513,699

State 100%

ADMINISTRATIVE SERVICES

A staff development program was initiated during the biennium to increase the degree of participation by adult correctional institution security personnel in the treatment program. It had long been known that correctional officers, matron guards, and work detail supervisors can affect the rehabilitation of an offender. A training program was designed, therefore, to emphasize the role of custodial personnel as a support to professional treatment personnel. The personnel board approved activation of the Officer II classification in 1965. Reclassifications, based on three years of service, satisfactory completion of training, and demonstrated ability to perform in a rehabilitative manner were undertaken last year. Extension of this concept to juvenile institutions has now been undertaken with the reallocation of youth counselor positions to a promotional sequence comparable to that in adult institutions. Advancement for security personnel in juvenile institutions will follow the development of a training program comparable to that in the officer series.

Two experimental Corrections Academies were conducted to test the suitability of a central training facility aimed at disseminating division policies and developing the objective of common goals throughout all units of the division. The academies, each lasting for one week, were held at the Walworth Pre-Release Center, and results lead to the conclusion that such concentrated training is appropriate. The first session involved a selected group of correctional officers, matron guards, and youth counselors. It covered such areas as understanding human behavior, discipline, department and division organization and philosophy, and parole board function. The second brought together equal numbers of social workers from institutions and from Probation and Parole Services. Subject matter dealt with organization, institution function, parole planning, pre-release counseling, institution treatment programs, and institution-field relationships.

Development of the Wisconsin Career Candidate Programs necessitated the revision of recruitment and hiring policies and practices, as well as the development of a structured in-service training program to permit progression from the trainee level to that of the skilled practitioner.

As a part of this development, the University of Wisconsin Extension Division increased the number of centers and course offerings so that more beginning social workers could undergo a uniform training experience. In addition, the division was authorized to increase the stipend and work-study financial aids program both as to amount and numbers of positions available for graduate social work training. As a result, the division has been more nearly able to fill its authorized social work positions.

Based on the success of the academy approach to in-service training, the division is planning to establish a permanent Corrections Academy at the Walworth Pre-Release Center site. One-week training sessions will be held throughout the year. In addition to two permanent instructors, existing staff will make up the teaching complement of the Academy.

INSTITUTION SERVICES

A major new area of program was inaugurated in Wisconsin's correctional institutions with the enactment of the Work Release Law in October 1965. This law permits the release during working hours of carefully selected adult felons for employment in the community at prevailing wages. Earnings are applied against the cost of the prisoner's board, clothing, transportation, support of family, court imposed obligations, and savings. The law is based

on many years of successful operation of the Huber Law under which Wisconsin pioneered in work release for the misdemeanor. Initial small scale application of the work release principle to felons has demonstrated that benefits can be expected. The inmate can demonstrate in a tangible way his serious intentions to resume his social responsibilities. To the public, immediate benefits result from the offender's partial support of his dependents, along with paying a portion of his own costs of imprisonment.

The past biennium has seen an increase in the population of institutions for the juvenile and youthful offender. This has resulted in some change in program emphasis, away from those activities which traditionally emphasized maintenance of the institution plant and toward educational and vocational training activities. As the average age of the inmate population has declined, new methods and techniques have been devised to meet the needs of the younger population.

A new juvenile institution for boys is well into the planning stage. The next biennium will see a major part of the construction of this facility. The Wisconsin Correctional Treatment and Diagnostic Center, authorized by the Legislature, will move into the planning stage. This institution will serve as the initial reception point for adult males committed to the division. It will also be the facility for treatment of those committed to the Department of Public Welfare under the Sex Crimes Law. Remodeled or enlarged facilities at existing institutions will be occupied during the coming biennium enabling new or expanded treatment programs to be put into operation.

PROBATION AND PAROLE SERVICES

Increased emphasis is being placed on family casework by the field staff of the Probation and Parole Services. Orientation counseling is being offered to the wife or close family members of the inmate through the Milwaukee office of Probation and Parole Services while, simultaneously, the inmate is being worked with by the staff of the Walworth Pre-Release Center. The joint effort will help both client and family accept the individual's parole status when he is released. Group counseling sessions have been held for the past two years with parents of newly committed juveniles in both the Racine-Kenosha and Milwaukee areas. These sessions emphasize some of the experiences which contributed to the problem as well as some of the stresses which the parolee will experience upon release. In an effort to expand the program, in-service training courses in family counseling are being held for field agents and administrative staff.

Although most field agents supervise a diversified caseload, it has been necessary to develop some areas of specialization in the metropolitan areas to work effectively with the narcotic addict and the chronically unemployed client. The lower average age of clients is also apparent in Probation and Parole Services caseloads. Although there has been some upward trend in the number of adult cases placed under field supervision, the largest growth has been in the area of the juvenile committed to the department for supervision or released to aftercare from correctional institutions. Population pressures at these institutions have resulted in earlier release to the field and this is reflected in the number of foster home placements made by Probation and Parole Services. For example, delinquents in foster homes in January 1965 numbered 298; by May 1966 the number had risen to 374.

In addition to increasing the number of available foster homes, the possible use of state-operated halfway houses for the older adolescent or the young adult is being explored. Such an arrangement would offer a specialized placement in addition to helping to relieve institution populations. Such a facility would be of particular value in the metropolitan areas where facilities of a more controlled nature are required. The role of the probation agent in family counseling will be expanded during the coming biennium, and it is anticipated that with the implementation of the Work Release Law, some probation and parole agents will be called upon to provide liaison with prisoners working in their community.

CORRECTIONS INDUSTRIES

During the biennium, two industrial installations at the Wisconsin Correctional Institution became operative. These facilities permitted new designs of existing products as well as the development of additional items. Expanding industrial functions among new institutions have re-emphasized the need for the centralization of the business functions of the industrial program. This need was pointed up by the Kellett Committee in its study of the industries. Demands on the laundry industry at the Wisconsin State Prison made it necessary to expand capacity by opening an additional facility at the Wisconsin State Reformatory. Changes in program at the Southern Wisconsin Colony have reduced the amount of patient help available so that operation of this laundry was transferred to the Corrections Industry Program. Inmates who operate this facility are housed at the nearby Walworth Pre-Release Center.

The industries section has also experienced a change in its operation due to population shifts. As average inmate age has declined, the number of men who are strongly motivated to benefit from an industrial training program likewise declines. The younger inmate has less prior experience and requires more help in developing basic job skills. Obviously closer supervision is required by civilian staff to accomplish high quality work.

Centralization of industries administrative functions into a single industrial business center, with conversion of records to data processing, will be sought in the future.

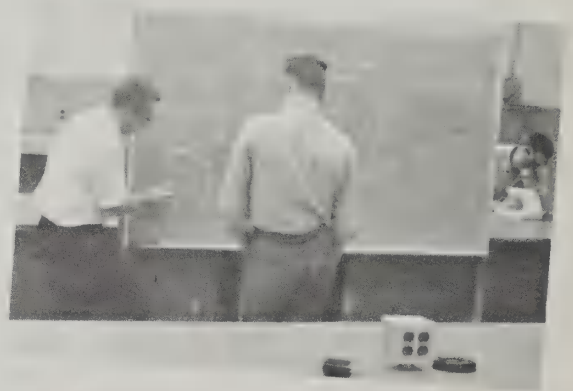
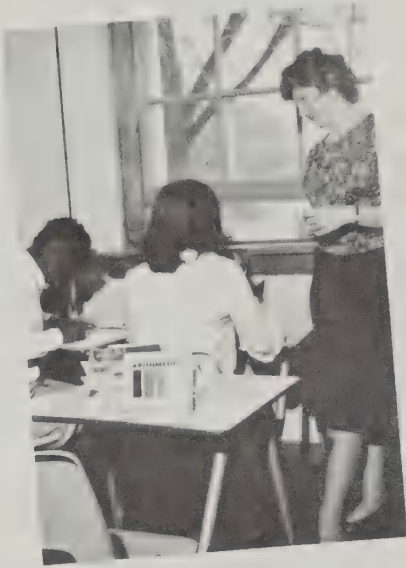
CLINICAL SERVICES

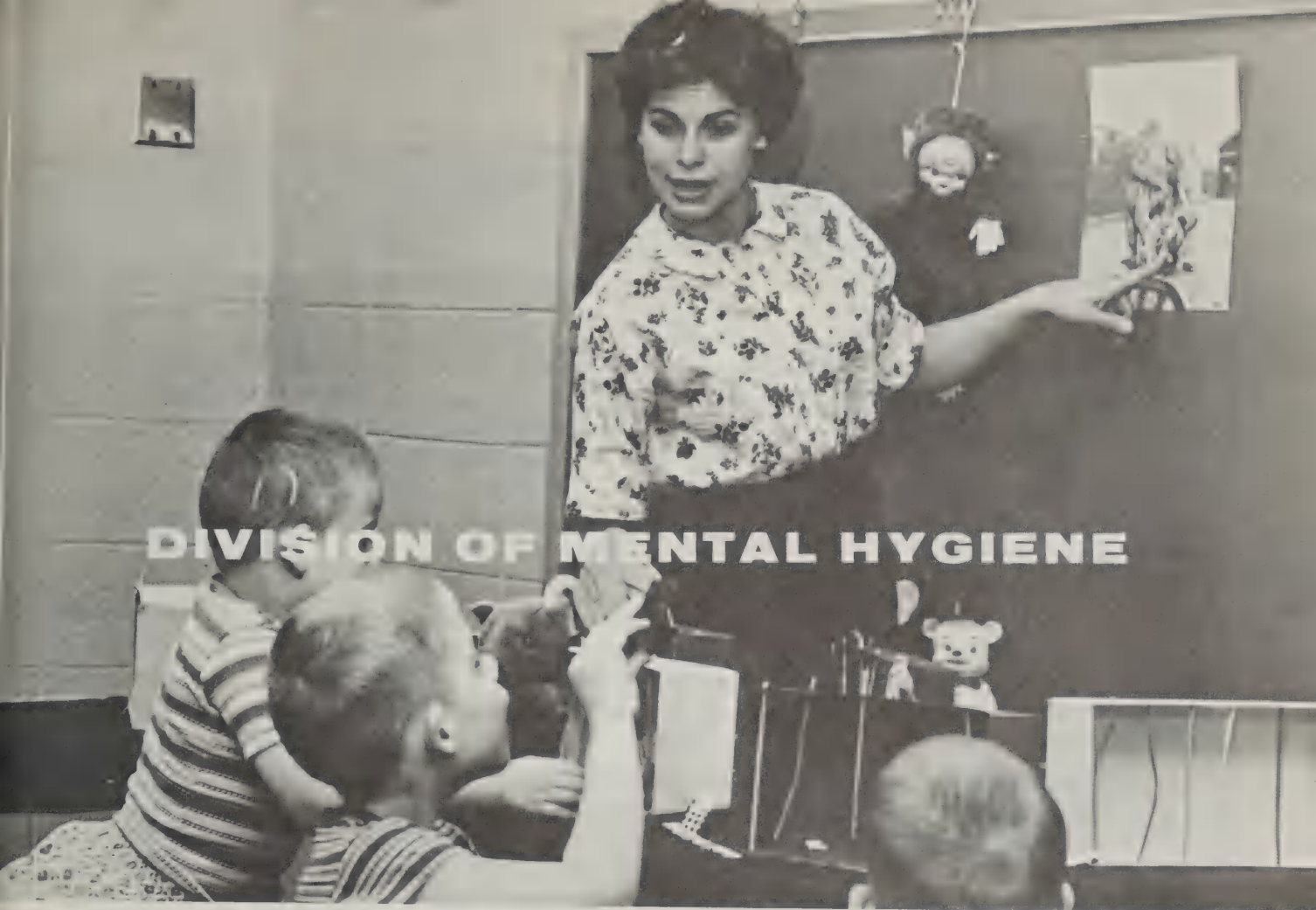
This section provides psychiatric, psychological, and clinical social work services to adult and juvenile institutions, as well as to cases supervised in the field by Probation and Parole Services. In addition to its function of diagnosis and treatment of persons committed under the Sex Crimes Law, this section provides diagnosis, individual and group psychotherapy, and consultative services to all sections and institutions of the division. Clinical Services personnel have become increasingly involved in formal training for other units as a result of the staff development program for correctional officers. Major responsibility has been assumed for conducting academic instruction in the behavioral sciences. With the growth of the academy concept of training, professional staff time will be specifically provided to meet this commitment.

The number and characteristics of inmates in correctional facilities at any time will affect the clinical staff in that facility. Every effort

is made to provide the same level of services to all segments of the population in the Division of Corrections.

Attracting qualified staff continues to be the most acute problem. In addition to acute shortages in the mental health field, some institutions are located away from urban or research-oriented centers and this has proven discouraging to staff concerned about professional isolation. Efforts will continue to be made to overcome these negative factors and to recruit and train additional staff.





DIVISION OF MENTAL HYGIENE

NUMBER OF PERSONS SERVED

JUNE 30, 1966

27,903



Adults 21,679

Children

6,224



IN PUBLIC
INSTITUTIONS

16,982

10,921



OUTSIDE PUBLIC
INSTITUTIONS

EXPENDITURE 1964-66

\$83,599,069

State 99%

Federal 1%

Emphasis on the development of local services by the Division of Mental Hygiene has brought about improved care and treatment for all mentally ill and mentally retarded individuals being served in state-aided community facilities and in state institutions.

During the past two years the development of additional community clinics, hospital outpatient clinics, day care centers, and sheltered workshops in the communities has made services available to mentally ill and mentally retarded individuals who may not otherwise have received any type of treatment or specialized care or training. For others, increased local services have made it possible for them to remain at home and to continue their daily living and work routine while receiving treatment or special training.

Also in support of community programs, general psychiatric services are being encouraged in county hospitals in order to provide treatment for more patients in local hospitals.

In the state institutions, their load lessened by greater community activity, specialized programs are developing, research is under way, and new treatment methods are emerging which are resulting in improved care and treatment, not only for institution patients but also those in community facilities.

By providing high-quality care and treatment in the institutions and by encouraging increased and improved services for mentally handicapped persons close to home, the Division of Mental Hygiene carries out the department's responsibility for designing and implementing a statewide coordinated mental health and mental retardation program.

Varied services are available to mentally handicapped persons through 27 state-aided clinics, 50 state-aided day care units, 35 state-aided county hospitals, three colonies and training schools for the retarded, two state mental hospitals, a maximum security hospital, a diagnostic center, and a treatment center for children.

At the close of the biennium over 25,000 persons were receiving services from these facilities.

State hospitals for the mentally ill	1,711
County mental hospitals	11,507
State colonies and training schools	3,767
Community mental health clinics	5,140
Other statewide clinics	1,254
Community day care clinics for the mentally handicapped	1,733

In line with the division's efforts to provide a continually expanding range of services, an alcoholism section was established during the past biennium. A citizens' committee of 23 individuals was appointed to advise the section as it works toward greater coordination of existing services and the development of more local services for the estimated 129,000 alcoholics in the state. An interagency Liaison Committee, consisting of representatives from major state agencies has also been formed.

A 40-member Wisconsin Mental Health and Retardation Program Development Committee was appointed during the last biennium to carry on the planning recommendations made in "Guidelines for Action," a comprehensive report based

on a statewide study by 1,500 citizens. The committee is primarily concerned with defining statewide priorities based on need, cost, and practicality of new programming -- toward the end that community mental health and retardation services will be more available and fewer persons will need institutional care.

Federal legislation enacted in 1963 is providing further impetus for the development of community services. Its specific purpose is "to provide a varied range of coordinated mental health services in the community." The Community Mental Health Centers Act authorized the appropriation of \$150 million to finance up to two-thirds of the cost of construction of community mental health centers. To qualify for federal funds a center must provide inpatient and outpatient care, partial hospitalization, emergency care, consultation and education. Wisconsin's share of construction money for mental health centers totals \$3,191,200 for a three-year period ending June 30, 1967.

In addition, amendments to the Mental Health Centers Act provide qualified applicants with funds for professional and technical staffing of community mental health centers. A total of \$1,530,564 of initial staffing funds is available to Wisconsin over a period of 51 months.

The act also provides a federal grant-in-aid program for the construction of facilities for the mentally retarded. In the four-year period ending June 30, 1968, a total of \$1,274,103 is available to Wisconsin for construction of facilities especially designed for the diagnosis, treatment, education, training, or custodial care of the mentally retarded.

The State Board of Health is the state agency responsible for the administration of funds for the construction of community mental health centers and retardation facilities in Wisconsin and the Division of Mental Hygiene is the state agency responsible for the staffing grants program. The division's Community Services Section also cooperates with the State Board of Health in assisting communities to prepare construction applications, and in their review.

At the close of the past biennium federal construction funds were approved for one mental health center and one retardation facility in Wisconsin. Both are being constructed in Brown County.

The history of Wisconsin's mental health and mental retardation program is in the three state hospitals and the three colonies and training schools for the retarded. The bulk of the knowledge related to mental handicaps has also been in these institutions with the professionals who worked long days helping as many patients in their overcrowded wards as possible.

From the time of the construction in 1860 of Mendota State Hospital, the first institution to be built in Wisconsin, hospitals were overcrowded and remained overcrowded until 1956. About that time increased community activity and improved treatment methods began to relieve the strain.

Although Wisconsin is fortunate in having a system of 35 county hospitals which prevented its state hospitals from growing to the enormous size of other state's institutions, these, too, became overcrowded within a short time. In the past few years, however, with psychiatric services being encouraged in the county hospitals, discharges have increased greatly. For example, discharges (from hospital and leave) increased from 295 in fiscal 1961 to 888 in fiscal 1965, an increase of 235 percent. In the past biennium, six acute

treatment centers serving over 40 per cent of the state have been established. Also during the 1964-66 period facilities for about 500 new county hospital beds have been built or planned.

As the population of the state hospitals decreased (about 20 per cent during the past biennium) treatment methods continued to improve and specialized programs to develop. With more time to work with individual patients, more positive results were being achieved. Encouraged by the results, professional staff members began to explore other methods of treatment and programs for specific groups.

Federal funds were secured for developing specialized programs. The Alcoholic Treatment Center was established at Mendota with a Federal Hospital Improvement Grant in October 1964. At the close of the past biennium it had served 585 alcoholic patients. At Winnebago, without benefit of a federal grant, a similar program was established in October 1965. By the middle of 1966 the Center had served 299 patients.

With the aid of another Hospital Improvement Grant a geriatrics program was established at Mendota in the spring of 1964. At Central State Hospital a vocational-rehabilitation program was established in cooperation with the Vocational Rehabilitation Division of the State Board of Vocational and Adult Education. And at Winnebago and Mendota state hospitals the population in the child-adolescent treatment units which were established in 1962 continued to increase.

Although great changes have occurred in the hospital programs, new building and remodeling during the past biennium have also changed the physical appearances of the state hospitals. Additions in the form of new wings, separate buildings for specialized treatment programs and modernization programs have taken place. New buildings completed during the past biennium were a 200-bed patient building at Winnebago State Hospital and an administration building at Mendota State Hospital. Nearing completion are a second 200-bed patient building at Winnebago and a 160-bed building for older patients at Mendota.

A substantial building program has also been in progress in the three colonies and training schools for the retarded during the past biennium. As in the state hospitals, building has been necessary to reduce overcrowding, replace inadequate facilities, and to provide facilities for expanded treatment programs.

Within the two-year period, 1964-66, a 120-bed hospital at Southern Colony and Training School in Union Grove was completed, along with a 512-bed infirmary at Northern Colony in Chippewa Falls, and four 110-bed infirmaries at Central Colony in Madison. Nearing completion at Central Colony is a 240-bed infirmary for non-ambulatory patients.

Construction of additional facilities at the colonies is alleviating overcrowding and long waiting lists. At the same time, however, increased community facilities for the retarded and greater understanding and acceptance of retardation by the public are also affecting colony population. As community services expand to meet the needs of the less retarded, the colonies are experiencing a trend toward the admission of more profoundly and severely retarded individuals.

The Division of Mental Hygiene and institution administrators and staff are meeting the challenge of a more severely retarded population not only with additional infirmary beds and more intensive medical and nursing care, but with more individualized and specialized programs.

As Central Colony was designed to provide intensive medical and nursing care for children, residents in need of this specialized care were transferred to the new infirmaries from the other colonies. As a result of the transfers, and with added facilities of their own, Northern and Southern Colony began expanding their school program to serve a larger proportion of the moderately and severely retarded groups. Further development and expansion of the school program was also necessary at Central Colony because of the large number of patients requiring both specialized educational and medical services.

In all of the colonies the more handicapped population necessitated additional speech and hearing specialists, expanded physical therapy staff and facilities, and specialized dental services.

The colonies are utilizing every source available to develop specialized programs. The Elementary-Secondary Education Act has provided nearly \$170,000 to improve the colonies' educational programs. Federal funds available from the National Institute of Mental Health in Hospital Improvement Project grants have been obtained to develop specialized programs for the profoundly and severely retarded. All of the colonies are benefiting from the services of "foster grandparents." Wisconsin is one of 21 states participating in the Foster Grandparent Program sponsored by the Administration on Aging of the Department of Health, Education, and Welfare. Funds are supplied by the Office of Economic Opportunity. Under this program 114 foster grandparents are providing young children at the colonies with special care and attention. The "grandparents," all 60 years of age or older, work 20 hours a week and are paid \$1.77 per hour.

Outside of the institutions a unique program being watched with interest throughout the nation is Project 6, a Community Services demonstration project for the mentally retarded in the southwest section of the state. The program, supported by funds from the U. S. Public Health Service, is demonstrating that services for the mentally retarded can be established in rural communities through local participation and professional consultation. The program is being administered by Central Colony. Since the program began July 1, 1964 varied services for the retarded have been established throughout a six county area. These include five day care centers, a fixed point of referral in each of the six counties, and a summer camp.

In the further development of community services and improved treatment and training programs manpower and research persist as two major problems. Intensive treatment programs require additional professional personnel if new methods are to be used effectively and if more patients are to be returned to a productive life in a shorter period of time. In the colonies particularly, the higher level of handicap among patients requires the constant presence of more and better trained aides at all times. And knowledge and procedures being uncovered in specialized programs need to be relayed to community resources if they, too, are to benefit.

To meet the immediate need for a more skilled staff, federal in-service training project grants are being utilized in county and state institutions. Approximately \$1,300,000 in federal funds have been approved by the

National Institute of Mental Health for in-service training programs designed to help present and new staff members, particularly aides, function more effectively within new treatment and training programs.

Although the Division of Mental Hygiene has some significant research programs in operation in Central Wisconsin Colony, in the Children's Treatment Center, and more recently in Mendota State Hospital, more extensive programs are needed to further attack mental illness and mental retardation. More knowledge is needed about the nature of the various illnesses and handicaps and about the effectiveness of current methods.

Improved and more readily available services for mentally ill and mentally retarded persons will continue to be a major goal of division and institution personnel. Specific attention will be given to the development of new programs, such as Comprehensive Mental Health Centers which are commanding major interest in many states, and to the development of programs and services for groups who have received minimal attention in the past. Foremost among these are the state's estimated 129,000 alcoholics and the 110,000 emotionally disturbed children. The development of more effective and more readily available local services for alcoholics will be a primary aim of the Alcoholism Services Section. As immediate treatment needs are met greater emphasis will be placed on prevention.

Wisconsin, and the nation, is experiencing an increase in the number of emotionally disturbed children being institutionalized. Population projections alone indicate an even greater number in the years ahead. At the present time only about 4,600 emotionally disturbed children are receiving treatment in state, county, and private psychiatric facilities at any one time. Through its present institutions, the division will assist community mental health resources to acquire greater knowledge and understanding of children's problems so that many more youngsters can receive the early help that may prevent more serious disturbances later.



DIVISION OF PUBLIC ASSISTANCE



NUMBER OF PERSONS SERVED

JUNE 30, 1966

79,536

Adults 43,515

Children 36,021



79,536



OUTSIDE PUBLIC
INSTITUTIONS

EXPENDITURE 1964-66

\$154,346,710



Federal 56%

State 44%

The mid-point in the five year period of 1962-67 for implementing the Federal Social Security Amendments of 1962 was passed in this biennium. Three major new programs were added, (Work and Training under Title V EOA; Health Counseling Services; and Medical Assistance), existing programs were expanded, new sheltered workshop facilities for Services to the Blind were occupied, and two programs were terminated (Student Loan and Health Assistance Payments).

SOCIAL SECURITY AIDS

The objective of the Division of Public Assistance to be reached by July 1, 1967 is the statewide provision of the full scope of federally defined social services to former, current, and potential social security aid recipients. Methods of service include casework services, complementary services such as homemaker programs, community planning, and special approaches through demonstration projects.

STAFFING UP FOR SOCIAL SERVICES

County welfare boards in most counties have responded to the changing objectives of public assistance administration. From July 1964, through June 1966, 212 more employees were added in county welfare departments. The number of county Casework Supervisor and Caseworker III positions both increased over 9%. This staffing-up will have to be accelerated in some counties if required standards for workers and supervisors are to be met by 1967.

In 1965 a "how to do it" handbook was developed by the division and issued to casework supervisors in county welfare departments. In 1966 a new handbook for County Welfare Board members was issued by the division. Both of these handbooks were designed to assist agencies in providing better and more complete services to individuals and families.

An assistant homemaker consultant position was approved and added to the division's staff of specialists to assist counties in developing homemaker programs. Between January 1964 and July 1966, homemaker service has grown from three homemakers in three counties to 37 homemakers in 30 counties. Wisconsin's homemakers are currently active in 431 homes. Five counties have more than one homemaker.

Counties were assisted in implementing simplified procedures in case recording. Simplified budgeting procedures are under study. The responsible relative formula is in process of revision and simplification. All are aimed at freeing professional time for meaningful involvement with the client and his problems.

The Dane County Clerical Aide Project will assign clerical portions of the caseworker's job to a clerical person: routine interviews for redeterminations of eligibility; preparation of routine reports; reporting of statistical facts; screening and handling the authorizations for medical care.

Various methods of locating and working with absent fathers in current ADC cases are being assessed in Wood County by local agency staff, with consultation and encouragement from division staff.

PROGRAMS

The four Social Security Aid programs -- Old-Age Assistance, Aid to Dependent Children, Blind Aid, and Aid to Totally and Permanently Disabled Persons which are administered by 72 county public welfare departments provide statewide assistance to eligible individuals and families.

The purpose of these aids is to assist individuals and families achieve self-support, and to strengthen family life. This is accomplished by providing basic maintenance, together with appropriate social services. Total community resources are utilized in helping all individuals to be participating citizens contributing to community life.

Old-Age Assistance

<u>Fiscal Year</u>	<u>Average Number of Recipients</u>	<u>Average Monthly Grant Excluding Medical Care</u>
1964-1965	25,801	\$34.62
1965-1966	24,832	33.09

The number of recipients of old-age assistance and the average non-medical monthly grant have been declining, but a number of recent developments will tend to reverse these trends. Among them are the following:

The establishment of an upper age limit of 65 years of age for aid to the disabled caused the transfer of about 900 cases to the old-age assistance program.

Chapter 590, Laws of 1965, removed the \$75 maximum on money payments of old-age assistance and established an earned income exemption for old-age assistance recipients.

The 1965 amendments to the Social Security Act rule out care given by limited and personal care nursing homes as medical care. Thus recipients of care in such homes will need a money payment sufficient to meet the full cost of care in such homes.

In addition, Chapter 590, Laws of 1965, creates eligibility for old-age assistance for a significant number of persons 65 years of age or older residing in mental hospitals.

Aid to Dependent Children

<u>Fiscal Year</u>	<u>Average Number of Recipients</u>	<u>Average Monthly Grant Excluding Medical Care</u>
1964-1965	42,691	\$37.13
1965-1966	41,780	38.10

The caseload first leveled off in 1965-66 and then declined to a point two per cent below 1964-1965. Expenditures continued to edge upward, reflecting an increase of 97 cents in the average grant per recipient due to increased living costs. The leveling off of the recipient load is

attributed to the favorable economic situation and to opportunities presented for training and work under the Economic Opportunity Act and other programs.

Future costs will be affected by the extension of aid to dependent children of unemployed parents, by the allowance of an earned income exemption for children in ADC families, and by the removal of the 90 day waiting period.

Aid to Dependent Children in Foster Homes

Recipient and cost trends for ADC foster home care have been steadily upward since the program was initiated in 1947. In fiscal 1965-66 the monthly recipient load averaged 3,937 children, or 223 more than in 1964-1965.

Chapter 604, Laws of 1965, provides state and, in a few instances, federal reimbursement toward the cost of care of dependent children placed by county agencies in a licensed child caring institution.

Aid to the Disabled

<u>Fiscal Year</u>	<u>Average Number of Recipients</u>	<u>Average Monthly Grant Excluding Medical Care</u>
1964-1965	5,589	\$40.91
1965-1966	5,557	39.69

The upward trend in recipient loads and nonmedical expenditures for aid to totally and permanently disabled persons since 1945 was temporarily reversed in 1965-1966 after the legislature established a maximum age limit of 65 years. As a result, about 900 recipients were transferred to the old-age assistance program.

Aid to the Blind

<u>Fiscal Year</u>	<u>Average Number of Recipients</u>	<u>Average Monthly Grant Excluding Medical Care</u>
1964-1965	772	\$49.86
1965-1966	738	49.59

The recipient load and the nonmedical grants for aid to the blind have declined steadily for many years. The enactment of Chapter 590, Laws of 1965, and its removal of the \$75.00 maximum on money payments will increase the amount of nonmedical grants. In addition, the federal law requires that nursing home care can only be provided in skilled nursing homes. This will make it necessary to provide blind aid recipients in limited and personal care homes with a money payment sufficient to meet the full cost of care in such homes.

REHABILITATIVE SERVICES FOR THE FUTURE

To continue the progress of Wisconsin's five year Social Service Plan, toward full achievement by July 1, 1967, will require county readiness to move forward with an understanding of social and economic change and a

willingness to try new approaches in welfare administration. Commendation is due many county welfare boards for taking action. Although encouraging progress has been made in many counties, the state and counties must continue their joint efforts in these important areas:

1. To continue the enrichment of county casework and complementary staff.
2. As part of community planning responsibility, to continue the development of resources and extension of services to provide education, health care, housing, training, and employment essential to prevention and reduction of dependency.
3. To enhance the division's staff development program and the county in-service training programs. The division will continue to strengthen its stipend program for graduate social work education.
4. To utilize the Quality Control Procedure to test the quality of eligibility determinations and the quality of social services provided.
5. To stimulate more interest in needs of and services to the aging through the division's consultant on services for the aging.
6. To participate with federal regional representatives in conducting an administrative review of the state's Social Service Plan and the extent to which the 1962 Social Security Amendments have been implemented in Wisconsin.
7. To continue developing simplified methods of administering need determination, eligibility recording, and reporting.
8. To explore with knowledgeable resources the use of electronic data processing in appropriate administrative processes.

SERVICES TO THE BLIND PROGRAM

The purpose of this program is to help blind residents of the state achieve maximum personal and social adjustment to the demands of daily living, and, whenever possible, to assist them in obtaining suitable employment. Major services include: diagnosis and orientation; instruction in braille, typing, crafts, and traveling; training, provision of occupational equipment, and job placement in competitive occupations and sheltered employment.

In contrast to the public image of blind persons as piano tuners, weavers, typists, and sheltered employes, a sampling of the vocational rehabilitation placements effected by the field staff during fiscal 1965 included such occupations as farmer, clergyman, auto repairman, radio-T.V. sales and service, x-ray developer, medical transcriber, nurse's aide, real estate salesman, masseur, and movie theater manager.

In 1965, Services to the Blind moved to larger, more suitable quarters.

NEW FEDERAL LEGISLATION

Numerous amendments to the Vocational Rehabilitation Act in 1965 will result in monumental changes in both procedure and the potential of Wisconsin's program. In the main, these amendments provide increased federal matching funds and new sources of revenue for specialized projects and program development.

SURVEY OF BLIND STUDENTS IN HIGHER EDUCATION

A recent survey of blind college students receiving financial support from the Vocational Rehabilitation Program covering the ten year period, September 1955 - June 1965, revealed the following:

- Three out of four freshman enrollees who have had the necessary time to complete their undergraduate studies have done so.
- One out of three of these has gone on to graduate studies.
- Almost half are either academic teachers or social workers.
- Only one in twenty is not actively employed.
- Partial sight versus total blindness apparently has little bearing on success or failure.

BUSINESS ENTERPRISES

As has been the case during eight of the past nine fiscal years, program gross sales and net earnings to operators reached new highs in 1965, despite the sale of two vending stands by the state to the operators. Two new stands have been opened. The number of stands now total 17. Gross sales were over \$455,000 in 1965.

WISCONSIN WORKSHOP FOR THE BLIND

Service Statistics

	<u>Fiscal 1964</u>	<u>Fiscal 1965</u>
Total Sales and Services	\$345,761.00	\$378,457.00
Total Employes	126	129
Total Wages	185,612.00	192,566.00
Average Hourly Rate	1.25	1.29

For the first time in its history, the workshop has been able to organize the various operations in the manufacture of a cocoa mat into a logical, production line sequence. Ten power looms replaced a like number of manual looms, and a new infra-red dryer has replaced the former steam-dryer.

The machine shop continues to escalate in terms of sales, employment provided, and wages paid.

Project work, providing opportunity for the least skilled, consists of such relatively simple operations as envelope stuffing, assembling, sorting, and packaging.

NEW DEVELOPMENTS

The non-Civil Service labor force of the Wisconsin Workshop for the Blind has become eligible for retirement and insurance benefits on an equal base with State Civil Service as a result of legislative action. In addition, a minimum hourly wage rate of 75 cents per hour was established for the workshop.

County Home Program

The purpose of this program is to develop and enforce adequate standards of care in county homes. Enforcement of the standards is accomplished through inspection visits by the division's physician and nurse. Emphasis has been given to geriatric nursing, nutrition, and activity programming.

Construction of county homes has kept pace with the increased need. In December 1960, 4,967 persons were under care. This number had increased to 6,066 persons by June 1966.

Approximately thirty county homes have been built or substantially remodelled in the past fifteen years.

Food Stamp Program

The purposes of the Federal Food Stamp Program are to safeguard the health of the nation's low income families through better nutrition, and to increase the flow of food from the nation's farms through normal trade channels.

By the end of the biennium thirteen counties had adopted the program, and approximately 3,607 households were participating in the program receiving \$99,454 per month in bonus or free stamps, an average of \$27.57 per month per household.

NEW PROGRAMS

TITLE V ECONOMIC OPPORTUNITY ACT

The primary purpose of the Work Experience Program is "to expand the opportunity for constructive work experience and other needed training available to persons who are unable to support or care for themselves or their families." Up to 100% federal financing is available.

Effective April 1, 1965, the division had an approved planning project to provide staff to assist localities or counties in drafting project proposals, to provide consultation regarding administration of approved projects, and to evaluate the effectiveness of projects upon completion. Projects under this title are funded annually, and the planning project was renewed on April 1, 1966 for an additional year.

The first work and training project approved under this title for Wisconsin was for Milwaukee County. It was designated Project "OFF" (Opportunities for the Future) and was designed to provide work experience and training for 1,020 participants. It was funded in the amount of \$969,000 for the first year, and \$1,119,336 for an additional year on June 1, 1966. By July 1, 1966, as a result of training, many participants had secured employment which enabled them to either go off assistance or reduce the amount of assistance being granted. Milwaukee County estimated the savings to be \$35,882 per month.

Racine County subsequently established a project very similar to the project in Milwaukee County. The objective was to provide work experience and training to 375 participants and was initially funded for \$714,500 on October 1, 1965.

The third project developed and approved under this title was for 26 counties in the northern third of the state. Project "COMPETE" (Career Opportunities Made Possible through Education, Training, and Experience) was originally funded for \$2,921,421 beginning December 1, 1965 to provide work experience and training to 1,500 participants. The funds were subsequently reduced to \$919,733 and the number of participants reduced to 630 because current employment opportunities had reduced the number eligible to participate.

The experience gained through these demonstrations will be used to establish an ongoing program of work experience and training, will be useful in the newly expanded program of Aid to Dependent Children which now includes children of unemployed parents, and will help develop community work and training programs also established by recent legislation.

COUNSELING PROGRAM FOR MILITARY MEDICAL REJECTEES

The department entered into a contract with the U. S. Public Health Service in 1965 to develop and operate a Counseling, Referral, and Follow-up Program for Armed Forces Medical Rejectees. The contract is in the amount of \$134,796 in federal funds.

The program will help secure treatment for the physical or mental condition which resulted in rejection. The high percentage of medical rejectees indicates a need for medical attention among many young men, a need which might result in a lifetime of suffering, relatively poor economic status, and various similar consequences.

The rejectee is free to choose the service or refuse it at any time. The health counselor provides services only with the cooperation and endorsement of the rejectee's physician. Normal physician-patient relationships are carefully safeguarded.

The program was staffed and began operations on November 8, 1965. By July 1, 1966 out of a total of 3,785 medical rejectees, 3,685 were interviewed at the armed forces examining station. Of these, 1,690 were forwarded to designated community agencies for follow-up. (This does not include Wisconsin cases referred back from the Minneapolis examining station.)

PROGRAMS DISCONTINUED BY THE END OF THE BIENNium

STUDENT LOAN PROGRAM

The purpose of this program is to grant loans to Wisconsin students who need financial assistance in order to continue their education beyond high school. Since its inception the Student Loan Program granted a total of about \$14½ million to enable students to continue their education.

<u>Fiscal Year</u>	<u>Disbursements</u>	<u>Receipts</u>	<u>No. of Loans</u>	<u>Average Loans</u>
1964-65	\$3,222,456.50	\$ 874,892.60	6,047	\$533.00
1965-66	3,661,467.25	1,339,785.36	6,953	526.00

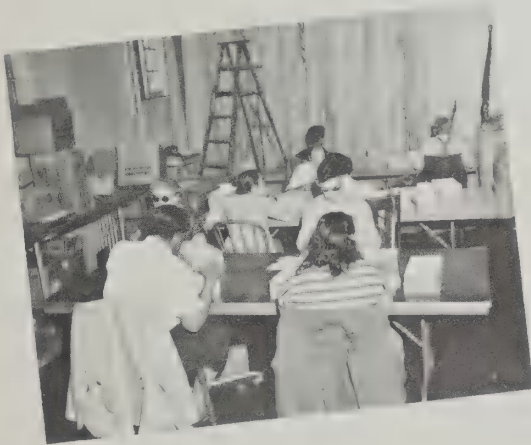
On July 1, 1966 the Student Loan Program, established in 1933 within the Industrial Commission and transferred to the Division of Public Assistance in 1940, was transferred to the State Commission for Higher Education Aids.

HEALTH ASSISTANCE PAYMENTS PROGRAM (KERR-MILLS)

The Health Assistance Payments Act, assisting low income aged persons to meet certain health care expenses, became operative July 1, 1964.

<u>Fiscal Year</u>	<u>Average No. of Recipients Per Month</u>	<u>Average Monthly Payment Per Recipient</u>	<u>Total Expenditures</u>	<u>Federal Share</u>	<u>State Share</u>
1964-65	4,058	\$153.97	\$ 6,872,021	\$3,607,811	\$3,264,210
1965-66	6,274	143.12	10,775,079	5,662,314	5,112,765

The program was discontinued on June 30, 1966 with the enactment of the state's Medical Assistance Program, Chapter 590, Laws of 1965.



STATISTICS AND FINANCIAL DATA

Table 1

Persons receiving services from the State Department of Public Welfare or from local agencies under its supervision as of June 30; 1964 and 1966

Operating division	June 30		Change
	1964	1966	
<u>TOTAL</u>	<u>123,188</u>	<u>130,338</u>	<u>7,150</u>
In public institutions	24,916	21,421	-3,495
Not in public institutions	98,272	108,917	10,645
Children and Youth	16,140	18,041	1,901
Corrections	10,797	11,158	361
Mental Hygiene	19,723	27,903	8,180
Public Assistance	82,128	79,536	-2,592

Note: Totals have been adjusted for the approximately 5,600 children in 1964 and 6,300 children in 1966 who were receiving both child welfare services and public assistance. Further, the 1966 data for mental hygiene include the number of persons served by community mental health clinics, hospital outpatient clinics, and community day care centers. Comparable figures were not included in the 1964 data.

Table 2

Expenditures from Executive and Federal funds of the State Department of Public Welfare
bienniums 1962-64 and 1964-66

Division or unit	1962-64	1964-66	Change
<u>TOTAL</u>	<u>\$225,005,774</u>	<u>\$282,597,212</u>	<u>\$57,591,438</u>
State funds	150,314,788	192,570,090	42,255,302
Federal funds	74,690,986	90,027,122	15,336,136
Executive	1,146,533	2,940,620	1,794,087
Business Management	1,828,708	2,310,285	481,577
Children and Youth	9,091,823	10,691,423	1,599,600
Corrections	24,572,526	29,513,699	4,941,173
Mental Hygiene	64,492,786	83,599,069	19,106,283
Public Assistance	123,873,398	153,542,116	29,668,718

Table 3

Persons employed by the State Department of Public Welfare
on June 30, 1964 and June 30, 1966
by division or unit

Division or unit	June 30, 1964	June 30, 1966	Change
<u>TOTAL</u>	<u>6,180</u>	<u>6,894</u>	<u>714</u>
<u>Executive</u>	<u>87</u>	<u>102</u>	<u>15</u>
Staff	17	28	11
Research	31	32	1
Collection and Deportation	36	39	3
Youth Conservation Camps	3	3	-
<u>Business Management</u>	<u>150</u>	<u>172</u>	<u>22</u>
Staff	45	51	6
Field offices	90	103	13
Other	15	18	3
<u>Children and Youth</u>	<u>285</u>	<u>298</u>	<u>13</u>
Staff	196	210	14
Child Center	89	88	-1
<u>Corrections</u>	<u>1,770</u>	<u>1,871</u>	<u>101</u>
Staff	324	325 ^{/a}	1
State Prison	376	383 ^{/a}	7
Wisconsin Correctional Institution	149	166 ^{/b}	17
State Reformatory	268	278 ^{/b}	10
Home for Women	103	109	6
School for Boys-Wales	174 ^{/c}	212	38
Kettle Moraine Boys School	161 ^{/c}	169	8
School for Girls	128 ^{/d}	140	12
Correctional Camp System	87 ^{/d}	89	2
<u>Mental Hygiene</u>	<u>3,748</u>	<u>4,292</u>	<u>544</u>
Staff	50	56	6
Mendota State Hospital	632	695	63
Winnebago State Hospital	685	707	22
Central State Hospital	197	197	-
Diagnostic Center	110	114	4
Northern Colony	654	712	58
Northern Annex	116	107	-9
Southern Colony	696	786	90
Central Colony	547 ^{/e}	844	297
Children's Treatment Center	61 ^{/e}	74	13
<u>Public Assistance</u>	<u>140</u>	<u>158</u>	<u>18</u>
Staff	88	106	18
Services to the Blind	52	52	-

^{/a} Includes 8 positions which are frozen.

^{/b} Includes 3 positions which are frozen.

^{/c} The Kettle Moraine Boys School opened in August 1962, replacing the School for Boys-Waukesha.

^{/d} The Correctional Camp System (for male adults) was initiated in March 1962. Staff of the Black River Camp (for male juveniles) was included in this count.

^{/e} Children's Treatment Center opened in March 1963.

Table 4
Children receiving casework services
Division for Children and Youth
as of June 30; 1963-66

Living arrangement	June 30			
	1963	1964	1965	1966
<u>TOTAL</u>	<u>2,723</u>	<u>2,735</u>	<u>2,845</u>	<u>2,857</u>
In Wisconsin Child Center	76	74	79	73
Not in Wisconsin Child Center	2,647	2,661	2,766	2,784

Note: Data relate to children whose legal custody or guardianship was transferred to the Department; therefore, they omit approximately 60 children receiving casework services whose guardianship or custody had not been transferred.

Table 5
Living arrangements of children receiving primary casework services
from child welfare agencies, March 31, 1966

Living arrangement	Total	Division for Children and Youth	County agencies	Licensed voluntary agencies
<u>TOTAL</u>	<u>24,689</u>	<u>2,486</u>	<u>17,803</u>	<u>4,400</u>
Home of parents	12,473	94	11,441	938
Home of relatives	1,234	107	1,024	103
Adoptive home	1,885	468	293	1,124
Free home	89	11	71	7
Boarding home	6,650	1,540	4,205	905
Work or wage home	78	1	38	39
Child welfare institution	1,305	111 ^{/a}	268 ^{/b}	926
Elsewhere	975	154	463	358

^{/a} 71 in Wisconsin Child Center; 40 in other child welfare institutions.

^{/b} 174 in Milwaukee County Children's Home; 94 in voluntary institutions for which counties provide casework services.

Note: Of the children reported in this table, 820 were also receiving supplementary casework services from other Wisconsin children's agencies (73 from Division for Children and Youth, 682 from county welfare agencies, and 65 from licensed voluntary children's agencies).

Table 6

Expenditures of the Division for Children and Youth
from state and federal funds
bienniums 1962-64 and 1964-66

Source and use of funds	1962-64	1964-66	Change
<u>TOTAL</u>	<u>\$9,091,823</u>	<u>\$10,691,423</u>	<u>\$1,599,600</u>
<u>State funds</u>	<u>7,884,661</u>	<u>9,026,996</u>	<u>1,142,335</u>
Administration and field services	2,290,696	2,722,107	431,411
Foster care payments	4,835,225	5,423,915	588,690
Wisconsin Child Center	758,740	880,974	122,234
<u>Federal child welfare funds</u>	<u>1,207,162</u>	<u>1,664,427</u>	<u>457,265</u>

Table 7

Average daily population under supervision
of Division of Corrections
fiscal years 1962-63 to 1965-66

Institution or service	1962-63	1963-64	1964-65	1965-66
<u>TOTAL</u>	<u>10,282</u>	<u>10,640</u>	<u>10,996</u>	<u>11,173</u>
<u>Institution Supervision</u>	<u>3,684</u>	<u>3,665</u>	<u>3,742</u>	<u>3,725</u>
Adult	2,926	2,867	2,892	2,854
State Prison	(1,380)	(1,184)	(1,168)	(1,075)
State Reformatory	(948)	(850)	(781)	(769)
Correctional Camp System	(280)	(376)	(351)	(368)
Correctional Institution	(152) ^{/a}	(293)	(415)	(484)
Home for Women	(166)	(164)	(177)	(158)
Juvenile	758	798	850	871
School for Boys-Wales	(296)	(301)	(315)	(331)
Kettle Moraine Boys School	(236) ^{/b}	(265)	(288)	(289)
Black River Camp	(45)	(43)	(46)	(44)
School for Girls	(181)	(189)	(201)	(207)
<u>Field Supervision</u>	<u>6,598</u>	<u>6,975</u>	<u>7,254</u>	<u>7,448</u>
Probation	3,381	3,557	3,544	3,566
Parole	3,217	3,418	3,701	3,882

^{/a} Wisconsin Correctional Institution (male adults) was opened September 9, 1962.

^{/b} School for Boys-Waukesha was closed August 1962, and the boys were transferred to Kettle Moraine Boys School at Plymouth.

Table 8
Expenditures of the Division of Corrections
bienniums 1962-64 and 1964-66

Source and use of funds	1962-64	1964-66	Change
<u>TOTAL</u>	<u>\$24,572,526</u>	<u>\$29,513,699</u>	<u>\$4,941,173</u>
<u>State funds</u>	<u>24,572,021</u>	<u>29,508,567</u>	<u>4,936,546</u>
Administration and field services	4,153,893	5,766,614	1,612,721
<u>State institutions</u>	<u>20,418,128</u>	<u>23,741,953</u>	<u>3,323,825</u>
State Prison	5,395,154	5,345,765	-49,389
Wisconsin Correctional Institution	1,709,333	2,573,537	864,204
State Reformatory	4,137,497	4,379,244	241,747
Home for Women	1,465,051	1,669,544	204,493
Correctional Camp System	1,071,839	2,008,906	937,067
Kettle Moraine Boys School	2,279,142	2,606,039	326,897
School for Boys-Wales	2,528,182	3,018,499	490,317
School for Girls	1,831,930	2,140,419	308,489
<u>Federal funds</u>	<u>505</u>	<u>5,132</u>	<u>4,627</u>

Table 9a
Financial Statement of Prison Industries
biennium 1964-66

Industry	Gross revenue	Expenditures	Net revenue
<u>TOTAL</u>	<u>\$4,650,716^{/a}</u>	<u>\$5,103,814</u>	<u>\$-453,098</u>
<u>Prison</u>	<u>4,057,266</u>	<u>4,143,836</u>	<u>-86,570</u>
Metal	1,624,858	1,735,132	-110,274
Laundry	650,695	729,377	-78,682
Printing and binding	157,291	140,004	17,287
Paint	265,456	191,516	73,940
Shoe	3,817	2,487	1,330
Cannery	301,973	271,758	30,215
Clothing	404,864	420,223	-15,359
Central generating	648,312	653,339	-5,027
<u>Reformatory</u>	<u>246,231</u>	<u>348,763</u>	<u>-102,532</u>
Auto	108,175	133,286	-25,111
Clothing	114,056	135,224	-21,168
Laundry	24,000	80,253	-56,253
<u>Correctional Institution</u>	<u>273,223</u>	<u>485,227</u>	<u>-212,004</u>
Furniture	273,223	485,227	-212,004
<u>Wisconsin Correctional</u>			
<u>Camp System</u>	<u>73,996</u>	<u>125,988</u>	<u>-51,992</u>
Laundry	73,996	125,988	-51,992

^{/a} Includes \$26,525 which was reverted to the state's general fund in 1965.

Table 9b
Expenditures and Revenues of Farm and Waupun Central Warehouse
biennium 1964-66

Program	Gross revenue	Expenditures	Net revenue
<u>TOTAL</u>	<u>\$3,030,355</u>	<u>\$3,009,839</u>	<u>\$20,516</u>
<u>Farms</u>	<u>2,325,512</u>	<u>2,318,756</u>	<u>6,756</u>
Winnebago	25,282	35,804	-10,522
Central State	113,588	113,081	507
Northern Colony	240,254	325,537	-85,283
Prison	577,037	543,036	34,001
Reformatory	436,866	463,959	-27,093
Waukesha	1,222	2,361	-1,139
Correctional	231,699	269,548	-37,849
Oregon	274,278	216,044	58,234
Thompson	196,155	146,430	49,725
Union Grove	189,343	162,840	26,503
School for the Deaf	39,788	40,116	-328
<u>Waupun Central Warehouse</u>	<u>704,843</u>	<u>691,083</u>	<u>13,760</u>

Table 10
Average daily populations
Wisconsin state and county mental institutions
fiscal years 1962-63 to 1965-66

Institution	1962-63	1963-64	1964-65	1965-66
<u>TOTAL</u>	<u>17,772</u>	<u>17,485</u>	<u>17,292</u>	<u>17,036</u>
<u>State Institutions</u>	<u>5,856</u>	<u>5,715</u>	<u>5,551</u>	<u>5,516</u>
Hospitals	2,113	1,951	1,770	1,728
Mendota	(921)	(869)	(738)	(677)
Winnebago	(812)	(705)	(662)	(690)
Central	(347)	(332)	(314)	(303)
Diagnostic Center	(30)	(29)	(34)	(34)
Children's Treatment Center	(3) ^{/a}	(16)	(22)	(24)
Colonies	3,743	3,764	3,781	3,788
Northern	(1,775)	(1,756)	(1,718)	(1,660)
Southern	(1,521)	(1,499)	(1,494)	(1,417)
Central	(447)	(509)	(569)	(711)
<u>County Institutions</u>	<u>11,916</u>	<u>11,770</u>	<u>11,741</u>	<u>11,520</u>
Milwaukee	2,912	2,893	2,945	2,899
Other	9,004	8,877	8,796	8,621

^{/a} The Children's Treatment Center opened in March 1963.

Table 11
Expenditures of the Division of Mental Hygiene
from state and federal funds
bienniums 1962-64 and 1964-66

Source and use of funds	1962-64	1964-66	Change
<u>TOTAL</u>	<u>\$64,492,786</u>	<u>\$83,599,069</u>	<u>\$19,106,283</u>
<u>State funds</u>	<u>64,116,897</u>	<u>82,612,689</u>	<u>18,495,792</u>
Administration and field services	817,948	1,140,655	322,707
State institutions	40,708,453	50,097,762	9,389,309
Mendota State Hospital	7,582,260	8,897,723	1,315,463
Winnebago State Hospital	7,739,939	8,760,732	1,020,793
Central State Hospital	2,439,953	2,954,467	514,514
Diagnostic Center	1,276,672	1,540,668	263,996
Children's Treatment Center	472,058	905,157	433,099
Northern Colony	7,288,564	8,673,827	1,385,263
Northern Annex	1,384,593	1,540,981	156,388
Southern Colony	7,955,277	9,502,745	1,547,468
Central Colony	4,569,137	7,321,462	2,752,325
State aid to county mental hospitals	21,339,203	29,128,545	7,789,342
Community mental health clinics	1,108,054	1,539,572	431,518
Day care centers	143,239	706,155	562,916
<u>Federal Mental Health Act funds</u>	<u>375,889</u>	<u>986,380</u>	<u>610,491</u>

Table 12

Expenditures from state and federal funds for public assistance,
biennium 1964-66, by program

Program	Total	Source of funds	
		Federal	State
<u>TOTAL</u>	<u>\$152,795,791</u> ^{/a}	<u>\$85,855,969</u>	<u>\$66,939,822</u>
<u>Administration and field services</u>	<u>3,539,209</u> ^{/a}	<u>100,568</u> ^{/a}	<u>3,438,641</u> ^{/a}
<u>Aids to localities</u>	<u>149,256,582</u>	<u>85,755,401</u>	<u>63,501,181</u>
Old-Age Assistance	61,739,919	37,136,735	24,603,184
Aid to Dependent Children	40,040,863	21,696,512	18,344,351
Aid to the Blind	1,429,633	889,207	540,426
Aid to the Disabled	12,058,637	7,086,855	4,971,782
Social Security Aid Grants	147,009	-	147,009
General relief	1,003,067	42,144	960,923
County administration	13,273,948	8,173,514	5,100,434
Medical Care for Aged	17,647,100	9,270,125	8,376,975
Work Experience Program	1,460,309	1,460,309	-
Menominee Enterprise Bond Program	456,097	-	456,097

^{/a} Excludes costs of Services to the Blind (see Table 14). Federal funds for social security aid administration are returned to the state general fund. Amount reported is for OASDI disability determination.

Table 13

Average number of public assistance recipients
and average monthly expenditures
years ending June 30; 1965 and 1966

Program	1964-65		1965-66	
	Average number of recipients	Average monthly expenditures	Average number of recipients	Average monthly expenditures
<u>TOTAL</u>	<u>105,580</u> ^{/a}	<u>\$6,935,247</u>	<u>99,451</u> ^{/a}	<u>\$7,017,752</u>
Old-Age Assistance	27,948	3,117,529	26,828	3,248,093
Aid to Dependent Children	46,577	2,091,264	45,959	2,149,912
Aid to the Blind	785	81,398	756	80,171
Aid to the Disabled	6,039	716,108	6,047	780,896
General relief	24,607	928,948	20,208	758,680

^{/a} Figures have been adjusted to eliminate duplication in count of persons who received general relief to supplement another type of public assistance.

Table 14

Expenditures for Services to the Blind
from state and federal funds
bienniums 1962-64 and 1964-66

Source and use of funds	1962-64	1964-66	Change
<u>TOTAL</u>	<u>\$1,692,983</u>	<u>\$1,550,919</u>	<u>\$-142,064</u>
<u>State funds</u>	<u>1,512,677</u>	<u>1,298,397</u>	<u>-214,280</u>
Administration	171,825	185,949	14,124
Field services	83,218	105,155	21,937
Vocational rehabilitation	87,256	93,519	6,263
Workshop, vending stands, and homework	1,170,378	913,774	-256,604
<u>Federal funds for vocational rehabilitation</u>	<u>180,306</u>	<u>252,522</u>	<u>72,216</u>

Table 15

Persons receiving Services to the Blind
during June; 1964 and 1966

Type of service	June 1964	June 1966	Change
<u>TOTAL</u>	<u>736</u>	<u>1,036</u>	<u>300</u>
Rehabilitation	204	210	6
Social services	532	826	294

Table 16

Selected characteristics related to Wisconsin mental health clinics
biennium 1964-66

Characteristic	1964-65	1965-66
<u>Number of clinics, June 30</u>	<u>23</u>	<u>27</u>
State aided	23	27
Not state aided	-	-
<u>Patients under care, June 30</u>	<u>4,746</u>	<u>5,140</u>
Under 18 years of age	2,335	2,530
18 years of age and over	2,411	2,610
<u>Admissions, year ending June 30</u>	<u>8,196</u>	<u>10,822</u>
New admissions	6,169	7,997
Readmissions	2,027	2,825
<u>Patients under care, year ending June 30</u>	<u>11,937</u>	<u>14,214</u>
Under 18 years of age	5,402	6,522
18 years of age and over	6,535	7,692
Staff-interviews per year per patient under care	7.2	6.5
Total clinic costs, year ending June 30	\$1,854,720	\$2,137,782
Clinic cost per patient under care during year	\$155.38	\$150.40
Clinic cost per staff-interview	\$21.52	\$23.06

Table 17

Selected activities of the Bureau of Collection and Deportation
bienniums 1962-64 and 1964-66

Activity	1962-64	1964-66	Change
Collection of charges for institutional care			
Amount collected	\$10,044,920	\$12,215,167	\$2,170,247
Number of collections	114,305	129,012	14,707
Deportation authorizations for mental patients			
To be sent to other states	113	116	3
To be received from other states	121	86	-35
Sterilizations authorized for mental defectives	8	-	-8

Table 18

Paroles processed by Wisconsin parole boards
bienniums 1962-64 and 1964-66

Type of parole	1962-64	1964-66	Change
<u>All parole activity</u>			
Applications considered	11,888	12,547	659
Granted	6,649	6,869	220
<u>Institutions for adults</u>			
Applications considered	7,385	6,910	-475
Granted	3,237	2,629	-608
<u>Institutions for juveniles</u>			
Applications considered	3,900	5,255	1,355
Granted	3,198	4,121	923
<u>Sex deviate program</u>			
Applications considered	513	382	-131
Granted	214	148	-66



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